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UNIVERSITY OF ALBERTA

CAREER DEVELOPMENT OF HEADMASTERS IN PAPUA NEW GUINEA

BY

API CAZALY MAHA ©

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

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UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled "Career Development of Headmasters in Papua New Guinea" submitted by Api Cazaly Maha in partial fulfillment of the requirements for the degree of Master of Education.

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J. M. Small, Supervisor

D. A. MacKay

M. K. Bacchus

Date: October 6, 1989

Dedicated to

My wife Nasain and children Karoripa, Alexander, and Ellie-Jane,

all of whom provided the inspiration to succeed.

ABSTRACT

The purpose of this study was to examine the policies, practices, trends and issues pertaining to the identification, recruitment, training, placement and promotion of indigenous Papua New Guineans (PNG) as headmasters. The study utilized mailed questionnaire technique and examination of official government documents. The questionnaires were pre-tested on three groups: (1) two members of the staff in the Department of Educational Administration, The University of Alberta, (2) two Papua New Guinean graduate students from the same department, and (3) three Papua New Guinean ladies (resident in Edmonton) who had extensive teaching experience in PNG.

Through data interpretation and analysis, two chapters were derived: Presentation of the Data, and Promotional Practices and Outcomes.

The former presented the personal characteristics of the participants, their professional training, and employment background. Factors affecting career development and the professional satisfaction of the participants were also presented. The last section reported the confidence the participants had in the PNG system. For each section, data were presented for role type and by work sector.

The latter presented promotion routes travelled by headmasters to assume the headmastership. From these, major paths were identified. Mobility in the teaching force and its relationship to promotion was also presented. The relationship between demographic factors and paths of accession presented which paths were regular and which were accelerated. The last part of the chapter presented the consistency of promotional practices with official policies and improvements.

The improvements suggested by participants highlight some of the weaknesses of the promotion system.

Conclusions identified the need for school inspectors to perform their influential role with integrity, the need for headmasters to be more professionally prepared for their role, the need to increase the number of female education administrators, and the need for the Port Moresby Inservice College to concentrate more on the average community school teacher.

Recommendations suggested the need for more suitable training courses to improve both professional and academic qualifications as well as the need to reassess the present promotion system to make it more effective.

Recommendations were also made for further research to be carried out in three aspects of the system: executive assessment workshop, associateship training scheme, and inservice training practices.

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Chapter 1

INTRODUCTION

Since schooling began, the headmaster has been a figure of central importance in the learning process. Recently, the importance of the headmastership has increased as the position has become more complex. Among the many roles played by the headmaster, some are seen as critical: the headmaster is the interface between school and community (Sergiovanni & Elliot, 1975; Bernbaum, 1976; Campbell, Bridges & Nystrand, 1977); as educational leader, he is responsible for charting directions and attaining school goals (Lipham & Hoech, 1974; Doll, 1982). It follows that the preparation of headmasters is of utmost importance to the school system. Yet little is known about how these leaders are identified, recruited, trained and placed in Papua New Guinea (PNG). The study addresses these three questions.

Background of the Problem

PNG faces the challenge of placing nationals in leadership positions within the Ministry of Education, while maintaining and increasing quality, efficiency and effectiveness. A major goal is to make educational leadership an attractive career for qualified school graduates. The career experiences of headmasters in the PNG system vary. Some have worked their way through each level in the hierarchy of positions, and have acquired a great deal of experience, while others have bypassed levels on the promotion ladder.

The qualifications of headmasters vary as a result of the system's requirement for different training for community school teaching and for high school teaching: Potential headmasters may be trained either as community school teachers or high school teachers. Also teacher preparation is different for each stream. For community schools, the entry qualification for teacher training is Grade 10, and the program takes two years. However, the Department of Education supports raising the entry requirement to Grade 12 (Education, Department of, 1988).

For high school teaching the current entry requirement for teacher training is Grade 12. Trainees may pursue a three year diploma or a four year degree program.

The goal of placing nationals in the headmastership role has been implemented fully in community schools, but at the high school level there have been problems. Amongst these are resignations and transfers. The country is short of skilled manpower in every sector of the economy. Since teachers are among the best educated and trained individuals in the society, many potential headmasters leave teaching to pursue opportunities in other sectors. At the same time the education sector is expanding rapidly to meet increasing demands for schooling by a growing population. This results in the creation of new headmasterships. Headmasterships in community schools are more easily filled than are those in high schools as there are more qualified applicants for community school positions than for high school headmasterships. As a result, expatriates continue to be appointed to high school positions. This shortage is felt most in the National High Schools which offer Grades 11 and 12. A university degree is required to teach in a National High School; consequently, the majority of the teaching positions and all of the headmasterships continue to be occupied by expatriates. Since the focus of this inquiry is the career accession of Papua New Guineans, the National High Schools are not included in this study.

In addressing the need for capable headmasters, the National Department of Education (NDOE) has developed various schemes to recruit suitable teachers. One result has been accelerated promotion for some who are perceived to have the necessary potential. But as Becker and Strauss (1956) contended, in the U.S.A., "The highest posts do not go to those people who have come up the ranks, but rather to 'irregulars'--those with certain kinds of experience or qualifications not necessarily acquired by long years of service" (p. 254). Consequently, promotion to higher positions within the Ministry of Education is often controversial.

Experienced teachers complain when they are overlooked for promotion in favour of other teachers whom they see as having less experience or less education than themselves. Similar kinds of frustrations are expressed by deputy headmasters and long serving headmasters when they are by-passed.

Since 1963, the NDOE has conducted inservice education and training (INSET) courses for selected teachers and headmasters as a means of preparing potential administrators and of improving school management. The Department of Education recommendation 5/25 (1988) states that INSET is to become a major component of staff development for inspectors and headmasters. However, INSET courses do not result in promotion for all.

Problem Statement

This study examines the policies, practices, trends and issues pertaining to the identification, recruitment, training, placement and promotion of indigenous Papua New Guineans as headmasters. The following sub-problems help to focus the study:

1. What are the policies for identification, recruitment, training and placement of teachers as headmasters?
2. What are the policies for promotion of headmasters to higher levels of positions?
3. What are the actual routes of accession?
4. What are the demographic and academic backgrounds of headmasters by major paths of accession?
5. What factors are perceived by deputy headmasters, headmasters and inspectors as operational in influencing career paths?
6. What factors are perceived by deputy headmasters, headmasters and inspectors as operational in identification, recruitment, placement and promotion?
7. Are the perceived practices consistent with official policies?
8. What are the outcomes of the established practices in terms of satisfaction and confidence?

9. What relationships exist between demographic factors, paths of accession, perceptions of practices and outcomes?

Significance

Appointment of headmasters and promotion to higher positions within the Ministry of Education are often criticized as being ad hoc and unfair. This may be caused by a lack of knowledge and understanding of the policies and practices in place. The findings of this study may provide clear conceptions which may reduce frustrations, and improvements which may enhance equity within the system.

It is anticipated that the findings will be of interest to the Ministry of Education, since it is responsible for the formulation, implementation and supervision of career development policies. The information derived from this study may therefore help to improve decision making in relation to provisions for career development.

INSET courses have been in operation for 26 years. It is timely to assess their impact as perceived by those who have been trained.

This investigation may also have theoretical significance. Papua New Guinea, in a short time, has developed a unique system of education which is not well known to scholars in educational administration. The findings thereof may contribute to knowledge of educational administration within a system divesting itself of colonial influences. One unique feature is the different modes of teacher training for community schools and high schools, each with different entry requirements. The process of nationalization necessitates special recruitment and training provisions which lead to multiple career paths and short-cuts. Thus the study may demonstrate how school headmasters can be trained in a developing country in accordance with national priorities.

Delimitations and Limitations

Delimitations

This study is confined to PNG and to the headmastership in community schools and high schools. It does not deal with National High Schools and Teachers College principals who are also members of the National Education System, nor does it include headmasters who serve in schools outside of the National System.

Limitations

The data analyzed in this study were derived from official government documents and from questionnaires mailed through an intermediary. Logistics prohibited other data gathering means. Many of the participants were located in very remote schools, not serviced by regular communication and transportation networks. Consequently, the researcher acknowledges the difficulties involved in obtaining data from them. Many of the respondents lacked experience in dealing with such requests. This limited their response. There may have been ex-headmasters and deputy headmasters who, for various reasons, were holding positions below deputy headmaster or headmaster at the time of this study. Hence they were not included in the sample. Consequently, the views and opinions of such persons could not be included as the sample was taken from those who are currently holding deputy headmasterships, headmasterships and inspectorships.

Definition of Terms

A number of terms are defined in order to clarify their use in this thesis.

Headmaster: The title headmaster is attached to persons who occupy the top administrative position in high schools and community schools in PNG. In the literature, the position is also referred to variously as 'head teacher' (UK), 'principal' (Canada and USA) and 'school head' (Australia). For purposes of this thesis, headmaster is assumed to include female incumbents also. In PNG almost all heads of schools are males.

A high school, in the Papua New Guinea context, refers to those schools that are providing general education for students from Grades 7 through 10.

Community schools are institutions providing general education for Grades 1 through 6. These are the same as elementary or primary schools.

An inspector is a professional officer of the NDOE whose function is to ensure that the prescribed curricula are implemented in schools, and that the teaching meets nationally prescribed standards.

INSET (Inservice Education and Training) are training and education programs that are provided by NDOE, which potential headmasters and practising headmasters undertake after initial training and certification as teachers.

Careers are the progressively developing sequences of related occupational roles through which individuals move during their working lives.

Career routes are series of vertical and horizontal movements through which individuals pass as they experience various positions in an educational system.

Career paths are routes which have been established as normative patterns.

Level of present employment is a classification given to indicate the size of a school, status of a position or the professional ability of a teacher.

Eligibility level is the highest position level a teacher is granted the right to apply for and win on tenure, and remains valid for only two years.

Substantive level is the position level a teacher has achieved through acquiring an advertised position on a tenured basis.

Identification refers to the process of recognizing the potential of the teachers, deputy headmasters and headmasters to serve in higher positions.

Recruitment is the process of obtaining the commitment of teachers, deputy headmasters and headmasters to serve in promotional positions.

Training refers to the instructional processes aimed at developing skills needed to improve job performance and/or academic preparation to enter or advance in education administration.

Placement is an act of placing a person in a suitable promotional position.

Promotion is the act of being raised in position and rank, which results in increased salary, status and responsibility.

Organization of the Thesis

This chapter is an introduction to the study, including statements of the problems, the significance of the study, the delimitations and limitations of the study, and definitions of working terms used in the study.

In Chapter 2, an overview of the literature pertaining to the career development of educational administrators, with a major focus on the headmastership, is presented.

Chapter 3 describes the conceptual model developed for this study, the research methodology and procedures for data analysis.

Chapter 4 presents and describes the research data.

In Chapter 5, the promotional practices and their outcomes are presented and discussed, while Chapter 6 contains the summary, conclusions and the recommendations for future consideration.

Letters to the deputy headmasters, headmasters, and inspectors as well as the letter to the Department of Education and the subsequent responses, and copies of the two questionnaires used are contained in the Appendix.

Chapter 2

REVIEW OF THE LITERATURE

The purpose of this chapter is to present an overview of the literature on career development of educational administrators, with a major focus on school principals. (The term "principal" is used throughout the chapter as most of the literature is American.) The discussion is commenced with an overview of the importance of the principalship followed by a discussion of three themes: preparation programs for the principalship, how principals are selected, and factors influencing promotion.

Importance of the Principalship

The principal is both the manager and the instructional leader of the school. As such, a wide variety of tasks must be performed, upon which the success of the school depends. The principal's role is made difficult by the changing assumptions about the legitimacy of authority--from position power, to technical expertise, to political power (Williams, 1977, p. 17), each calling for a different style of leadership (Morgan, Hall & McKay, 1983). Thus the principal must be sensitive to the particular social and cultural milieu which provides the context for his role performance.

At the same time, the quality of the school climate is influenced by the principal's leadership behaviour (Mitchell, 1973), as are the specific instructional processes the school can provide (Baltzell & Dentler, 1983).

The importance of the principalship is well summarized by Jackson (1978):

> The key to the educational cookie is the principal. Without his guidance and involvement, there's no telling whether the cookies are going to come out bumpy and uncooked or burned to a crisp. . . . The principal is the national yeast; how high the students and teachers rise to their challenge is the principal's responsibility. (p. 1)

Preparation for the Principalship

Preservice and Inservice Training

Preservice training and inservice education are essential for effective performance in the principalship because teacher preparation programs are inadequate for training administrators to be managers and community leaders as well as educators (Newberry, 1982, Renihan, 1984). The practice of mature human relations necessitates a fundamental adjustment for which teaching experience alone is an inadequate basis (Hay, 1980; Lam, 1983).

Nor can it be assumed that experience as a deputy principal will provide the necessary training. Kelly (1984a), citing previous research findings, contended that deputy principals spend most of their time at tasks they will not perform as principals. Hence some form of preservice training must be given in addition to this experience.

Inservice education is necessary for practising principals since many have not had the benefit of administrative training. Even if they did, preservice programs normally give insufficient attention to important and critical areas such as program development, time management and human relations skills, thus could not suffice (Gorton & McIntyre, 1978). Also, the practice of school leadership is constantly undergoing change. As new situations arise, inservice education provides the insight and skills required to cope with demands (Bacon, 1980; Daresh, 1987).

Wolcott (1973) observed that principals appear to be unable to relate their actions to a body of knowledge or theory. As a group, they disparage the utility of university training with the problems of practitioners (Ourth, 1979). Again, inservice education which focuses on the problems and cases experienced by principals may be a potent way to bridge theory and practice (for example, Crossley, Smith & Bray, 1985).

A wide variety of preservice and inservice training methods is reported in the literature. Training models range from traditional college based courses, often with certification, to school based inservice. There is no agreement as to which model might be the most effective.

University Training

University courses, usually at the graduate level, have been the traditional form of preparing beginning principals. Higher educational qualifications are more commonly prerequisite to the principalship (Pharis & Zakariya, 1978; Rogers, 1981; Weindling & Earley, 1983), and are also the predominant method for the improvement of the practising administrators (Lusthaus, 1982).

The types of courses offered vary from country to country and province to province, but frequently focus on educational leadership, personnel and resource management theories (Lusthaus, 1982). Since they are usually non-role specific, their usefulness has been questioned by Wolcott (1973), Ourth (1979), and Pitner (1982). March (1973) and Gibson and King (1977) contended that college training should focus on the ability to explain and predict changes in an objective setting, to understand human meaning and intentionality, and to act on the basis of understanding.

A wide variety of methods: lectures, class discussions, workshops, seminars, research, field studies, and internship are used in instruction. The latter two have been hailed as effective in preparation programs (DESP, 1968; Pharis & Zakariya, 1978; Lusthaus, 1982). The case study approach and simulations have also been recommended (Goldhammer, 1960).

University courses are attended on the individual initiatives of those who aspire to administrative roles, not necessarily the most suited (Geering, 1980). As a result, some authors have painted a gloomy picture of this model of preparation; on the other hand, Hoyle (1973), Skilbeck (1977), and Greenland (1983) argued that university courses are suitable for practising principals in furtherance of personal development and the obtaining of higher qualifications.

Thus university training is, and will continue to be, important in both pre-service and inservice preparation of principals.

Administrator Certification

Certification for educational administration is mandatory in the whole of the United States (Geering, 1980) and in the Canadian provinces of Ontario and Manitoba (Renihan, 1984). Certification is seen as providing safeguards against incompetence (Findley & Hales, 1974), and as a means by which practitioners may protect themselves and the profession (Howsam & Morphet, 1958). Certification is also seen as the process by which the responsible agency determines whether a candidate is worthy of a public statement of confidence (Greene, 1971; Renihan, 1984; Gauvin, 1985). Certification also brings a degree of standardization, while at the same time giving administrators clearer professional status and prestige (DESP, 1968). Most importantly, certification is a means by which some form of preservice training can be mandated (Lam, 1983; Renihan, 1984). Certification methods and requirements vary from place to place. For example, in Ontario, candidates must have five years of teaching experience and postgraduate courses equivalent to a master's degree, including one on program development and one on program supervision (Kolmes, 1983).

In Texas, the common core requirements include 15 to 18 semester hours of course work, which is designed to develop general administrative competence in administrative theory and practice, curriculum design, instructional management, school law, business management, program evaluation and administration of special and compensatory programs. Further, 9 to 12 hours of study are required in the areas related to educational administration to provide a broad understanding of the role of the professional school administrator; three to six additional hours are required for clinical experience in a school (Hoyle, 1987).

Internship

Internship as a training model in education had its beginnings in the United States. In 1964, the American Council on Education (ACE) received a grant from the Ford Foundation to establish an internship program in academic education to prepare students to take up teaching positions in higher education institutions (Pedicone, 1984). Since then it has become an effective preservice training model for education administrators.

Internship establishes the trainee as an employee of the school district with designated responsibility under the tutelage of an experienced administrator. It is the intern's job to study not only how his own administrative officer operates, but also the interrelationships of the people and forces which affect the total operation of the school (Goldhammer, 1960). During their internship, prospective administrators are given many duties which give them training and insights into their own behaviour as potential administrators (Greene, 1971).

Often, the internship plan is developed cooperatively by the intern, a university professor, and the supervising administrator. The emphasis is on an individualized set of objectives and activities for each intern, commensurate with the school setting (Erlandson, 1979; Blake, 1980). The reason for individualizing the internship experience is to fill gaps in theoretical and practical preparation which vary from one individual to another (Pedicone, 1984).

Internship is a viable method of providing a good opportunity to blend academic learnings and insights with practical experience under the guidance of competent practitioners (Moser, 1971). It is highly valued for its effectiveness in bringing about change in behaviour (Palaferro & Zerkowski, 1981). Morris et al. (1984) noted that internship is very valuable in training principals because it supplements book learning which, although vital for understanding concepts of administration, "is unable to train the student for the practical managerial activity" (p. 234).

Mentoring

Mentoring is an informal means of training for human development providing a holistic, yet individualized, approach to learning administrative skills. It is a process whereby an experienced administrator befriends and guides a less experienced person. The status of the protégé and of the mentor vis-a-vis the organization is informal and one of friendship. Unlike internship, where the trainee is a formal temporary employee as well as a registered student, the protégé is not necessarily an employee of the same organization the mentor works for. Even if the protégé is an employee, the organization may not sanction the mentor-protégé relationship.

Nevertheless, mentoring has been an effective method of promoting career development for administrators (Dalton, Thomson & Price, 1977; Henning & Jardin, 1977; Roche, 1979; Moore & Salimbene, 1981; Willis & Dodgson, 1986). Lester and Johnson (1981) claimed that adults who worked with mentors developed a sense of competence, purpose, autonomy and integrity through experiential learning. Some researchers saw mentoring as an important method of career development among women, thus bringng about equity (DeAnda & Downey, 1982; Moore, 1982b; Hudson, 1986).

Levinson et al. (1978) cited some of the functions that mentors perform.

> The mentor may act as a teacher to enhance the younger man's skills and intellectual development. Serving as a sponsor, he may use his influence to promote the young man's entry and advancement. He may be a host and a guide, welcoming the initiate into a new occupational and social world and acquainting him with its values, customs, resources, and cast of characters. Through his own virtues, achievements and way of life, the mentor may be an exemplar that the protégé can admire and seek to emulate. (p. 98)

The mentoring process consists of teaching, demonstration, feedback and counselling. The mentor instructs, and provides the subordinate with a chance to try his hand, while making sure he does not make important errors. Another crucial function of a mentor is to tell the apprentice when he is doing a poor job or when he is doing a good job (Levinson, 1979).

Suggestions have been made for improving the mentoring process in education "at the beginning when the teacher wished to achieve a vice principalship; and at the final push for the top, when a senior line position became available" (Hodgson, 1986, p. 34). Decoster and Brown (1982) suggested that in educational institutions, mentoring should include prescriptive functions (i.e., support of required behaviors) and facilitative functions (i.e., support of optional behaviors), both of which embrace cognitive and affective learnings.

Mentoring is beneficial to both mentor and protégé. Mentors fulfill their own helping needs, while protégés acquire desired skills, and educational institutions retain satisfied staff (Bova & Phillips, 1984, p. 19). Mentors teach the protégé the technical aspect of the profession, help them define career aspirations and provide support for the protégé to reach these goals. Conversely, protégés can be instrumental in advancing their mentors' careers, by providing technical support, enthusiasm, and knowledge, all of which can enhance a mentor's productivity (Wright & Wright, 1987).

Some authors have warned about the negative aspects of the mentoring approach. Mentors can inhibit independence and professional autonomy (Nichols & Golden, 1982), resulting in the protégé becoming overly dependent on the mentor (Busch, 1985). Also, mentorship is a conservative force which may stifle the development of new approaches which threaten the status quo. For these reasons, Clawson (1980) questioned that everyone should have a mentor.

Selection for the Principalship

This section reviews the problematic nature of selection criteria for the principalship, current practices, weaknesses, and suggestions for improvement.

Despite years of research, there is no consensus on criteria or processes most effective for selecting principals (Naylor, 1971; Newberry, 1975). There is no one way of carrying out this task (Loder, 1983), nor is there agreement as to what might be reliable predictors of effectiveness (Corman, 1976). Little is known at the present time about variables and influences which underlie the selection procedures (Baltzell & Dentler, 1983).

In the absence of validated selection criteria, inappropriate appointments may be made, often on the basis of track record. While track record may be a valid criterion, because effectiveness is situation specific, the movement from one position to the other may make the selection based on track record alone inappropriate (Hersey & Stinson, 1980). Thus, to bring about a judicious matching of situational needs and human talent, appointments should be made on the basis of carefully articulated criteria.

The attention given to selection and appointment processes and procedures correspond with the growing recognition of the relationship between school leadership and school effectiveness (Weindling & Earley, 1987). Thus, the primary aim of the selection should be to fill vacancies with personnel who meet the established qualifications and who appear likely to succeed on the job (Castetter, 1986). Consequently, how individuals are recruited, selected and motivated in their development are factors in determining their personal and professional satisfaction and performance (Webb et al., 1987).

The replacement of the principal is potentially disruptive. It may disrupt the patterns of communication, produce realignment in power relationships and changes in decision making structures, and in general, disturb the equilibrium of normal activities of the school (Hoy & Aho, 1972). Hence, while a replacement in a failed situation may be welcomed, in situations where the organizational health is of high standard, the change could be catastrophic (Baltzell & Dentler, 1983).

Current Practices

A review of the literature pertaining to the current selection criteria and processes as practised in countries such as Canada, Australia, the United Kingdom and the United States of America, reveal a wide variety of practices.

In Canada, the selection criteria and processes vary from province to province, and indeed from district to district. Bruce (1976) and Kelsey and Leullier (1978) found that in British Columbia some districts depended on nominations by candidates themselves, and from colleagues, principals and central office staff. Some used assessment centres to identify and screen candidates. The process involved a series of tests and questionnaires, performance in simulation situations observed by trained assessors, role playing and individual written exercises.

The Saskatchewan experience showed a limited number of procedures. Application forms and interviews were always used while phone investigations, university transcripts and letters of reference were employed less often. Directors generally placed more importance on professional criteria than on personal criteria. Human relations skills, mature judgement and ability to work successfully with children were the most important criteria (Loder, 1983).

Oaks (1986) found that, in Alberta, the primary form of recruitment was through internal advertising and self identification. The superintendents placed most importance on personal factors, experience and professional training as selection criteria. Sex and age were not considered. Academic records and ability tests were not seen to be important. In the majority of districts application forms, resumés and interviews were used to screen candidates.

The "Hamilton model" of Ontario used five criteria in the selection of principals: experience and qualifications; supervisor's assessment; group problem-solving ability; assessment centre report; and personal interview. Each component was assessed out of a mark of 25 (Mussella, 1985). The aggregate totals from these components formed the basis for selection decisions.

The Australian experience differs from that in North American and the UK. Carlson (1979) found that in New South Wales rules and regulations, such as seniority, reputation and experience, governed the appointment of principals. Vacant positions were filled from the top of approved promotion lists. Hence, the career path to the principalship was "long and traversed in a lock-step manner" (p. 15). To be eligible, one had to serve at least two years as deputy principal, and for that, at least four years as a subjectmaster or mistress.

Western Australia had a similar process for accession to the secondary school principalship. To qualify, a candidate had to be a deputy principal for at least five years, two of which had to be in a school with 600 enrollment and two in a class one district high school. Overall, the candidates needed a minimum of ten years teaching service, two of which had to be spent as senior lecturer at a teachers' college.

In a nation-wide survey, Morgan et al. (1983) discovered an almost total absence of a written job description and related appointment criteria in the UK. A variety of criteria were used, often informally, by different local area authorities. They identified eight categories: career record; education and training; experience; references; motivation; interview performance; personality and personal qualities; and fitness for the potential school.

Weindling and Earley (1987) concurred with Morgan et al. They added that most of the appointments were from schools other than the one where the vacancy existed. Further, while attendance at a major course on educational management was not mandatory, selectors did consider it when short-listing candidates. A key factor in assessing women applicants was their ability to maintain discipline.

In the United States to be a line administrator, an administrator's certificate is a requirement. Other than that, the states employ different criteria and processes, as shown in the examples cited.

Paulsen (1960), in a survey carried out in Utah, found four criteria being used in the selection process: application forms; psychological and professional tests; personal interview; and references from professors, supervisors and principals. Otto (1952) found that many superintendents used the "old eagle eye" to identify and appoint principals. Greene (1971) found that appointment decisions were based on the job interview and the review of references.

In reviewing high school principals' accession patterns, Hoy and Aho (1972) identified two patterns in New Jersey: "outsiders" and "insiders" (p. 87). The outsider is seen as primarily committed to improving the school through desirable changes, while the insider is seen as basically committed to stabilizing existing programs in the school.

In Oregon, Carlson (1979) observed administrative rules which required an affirmative action plan. These plans required proportional representation of women and minorities in the principalship in proportion to their representation in the pool of suitable candidates.

The assessment centre method has been used widely in many of the states as a selection procedure (Hersey, 1982; Moses, 1977). The technique involves participants being observed and assessed by highly trained assessors. The resulting report may be made available by the candidate to the selection committee.

Baltzell and Dentler (1983), in a USA nationwide study using randomly selected principals, found that the selection processes involved paper screening, carried out by office staff to eliminate nonqualified applicants. Those deemed qualified were given a screening interview. This was followed by a final interview of those on the short list by the superintendent. This last step could form the basis for the superintendent's appointment decision.

Literature has shown that many decision-making models are used to select principals. The selection decisions are based on information derived from six common criteria. These are, in the order of universality, application forms which provide personal identification and data; interviews both at the screening stage or at the final selection stage; references from superiors, colleagues, peers and college professors; psychological and professional tests; transcripts of performances at graduate studies; and finally "the old eagle eye" judgement.

Final selection decisions often involve a small working committee or a committee of the school board who interview and vote on the finalists recommended by the superintendent (Meese, 1982). But whichever model is adopted by a school system, the superintendency is the critical position which has the most influence on the decision.

In the preceding pages some of the current selection practices have been described. However, it is also important to highlight some of the criticisms directed at the selection practices by scholars, researchers and practitioners.

Selection is often chance ridden. Baltzell and Dentler (1983, p. 19) and Weindling and Earley (1987, p. 18) found that behind the seeming triumph of merit and equity, one may find other reasons which deal with the manoeuvres of transfer, consolidation of a superintendent's authority, or the turning of the wheel of the political fortune which affects promotion. Those who happen to be around at the right time get promoted.

There is often inconsistency in the application of selection policies. Personal and professional qualifications are not always given the same relative emphasis, and the characteristics required of principals for different levels, types or sizes of school may not be fully considered (Oaks, 1986).

Also, there is a lack of definition of the role each role group should play in selection. Morgan et al. (1983) stated that "because the roles remain fluid and unstated, one finds competition for control between members of each of the three groups, local area authority, governing body, and chief education officer" (p. 23).

The selection of principals is perceived to be political. Those who get selected are perceived to be principals with inside connections (Hilsum & Start, 1974; Baltzell & Dentler, 1983). There has been an increasing control of local authorities by central government, resulting in decision making shifting from committee to party group meeting (Morgan et al., 1983).

The personal interview is a major means of facilitating the principal selection decision, yet those involved are not always clear on what they are looking for in a candidate. The laymen are seen to be ignorant of what actually goes on within different types of schools, resulting in inappropriate questions being asked (Hilsum & Start, 1974; Mussella, 1982).

Another weakness of the current practice is that job openings are not always publicly announced. Often, "a ring-fence-policy" is applied (Morgan et al., 1983). Consequently, principals come from traditional pools of candidates, even when changing conditions support broader recruitment pools (Miklos, 1988), which sometimes results in candidates with strong and impressive credentials, who are outside the traditional pool, missing out (Baltzell & Dentler, 1983).

Proposed Improvements

Organizational survival depends, among other things, upon the management of the flow of employees into and out of the organization (Carlson, 1979). The system should develop a professional staff mix of human resources in which personnel with specific skills and abilities, maturity, and expertise could be moved among the units of the organization (Webb et al., 1987).

Miklos (1988), in a review of the literature, noted that one of the major discrepancies between ideal and actual selection practice is the lack of written policy or explicitly stated procedure. Written policies and procedures provide the legal basis for the action of recruiters and selectors (Webb et al., 1987). Selection procedures carefully planned and systematically applied do not guarantee, but provide the best prospect for good decisions (Jefferson, 1982).

Leadership screening, selection and appointment procedures should be multi-focused. There should exist a clear definition of the task of headship in general and of a particular vacancy (Owens, 1985, p. 46). Since the task of administration involves technical knowledge, application of administrative processes, and the understanding of community factors, the selection process should consider all three, rather than just technical competence (Houseman, 1960).

The "assessment centre" method has been widely used in industry for various purposes, becoming one of the most significant techniques for identifying and measuring managerial and administrative potential (Moses, 1977). In education, the assessment centre technique offers a means to supply more relevant information on which to base decisions regarding promotion of teachers to principalship (Jeswald, 1977; Wendel & Sybouts, 1988). Myers (1977) contended that "the assessment centre process is a very structured and definite decision-making vehicle that replaces that 'gut feeling'" (p. 84). It could be used both to identify training needs of staff and to select staff (Musella, 1982, 1985; Schmitt, Fitzerald, & Noe, 1982).

Castetter (1986) contended that "if a school system is committed to the belief that the quality of personnel it employs determines its effectiveness, a systematic approach is necessary to find the right people, with those characteristics needed to match position requirements" (p. 189). He suggested a seven step model selection approach, including defining anticipated results, developing practices and procedures to achieve these expectations, and appraising progress in the recruitment effort. Castetter also warned that "unless procedures for internal selection, placement and development of personnel are clarified, considerable internal dissatisfaction and dissention may be anticipated" (p. 190).

The personal interview is extensively used in the selection of principals However, interviewing is often poorly conducted and ineffective. For this reason, Parkay and Armstrong (1987) suggested the "targeted selection" (TS) interview. The TS interview process, developed by Development Dimensions International is patterned after the assessment centre method of selecting personnel.

The TS interview uses past behaviour to predict future behaviour. Applicants are evaluated on the merits of their previous actions and accomplishments; it organizes selection elements into a system, in a step by step manner and everyone involved has specific roles and responsibilities. It identifies the job dimensions, each of which represent particular behaviour, skills, qualities or knowledge required for an individual to function effectively in a particular principalship. The TS applies effective interviewing skills, asking carefully worded questions, and finally allows assessors to pool data on the applicants and reach a decision about whom to recommend for a position (Parkay & Armstrong, 1987).

Another important alternative approach to the selection of principals is the "contingency model" (Fiedler, 1967) which is also labeled as "site-person-matching" (Morris et al., 1984). The contingency model states that "the group performance is contingent upon the appropriate matching of the leadership style and the degree of favourableness of the group situation for the leader" (Fiedler, 1967, p. 51). He suggested that "if we wish to increase organizational and group effectiveness, we must learn not only how to train leaders more effectively but also how to build an organizational environment in which the leader can function" (p. 61).

A unilateral hiring decision can have severe limitations and repercussions. Meese (1982) contended that "involving a variety of people in the hiring process can help school boards hire the best candidate in a way that encourages support from the individuals who help make the decisions and from groups they represent" (p. 40). Others such as Hersey and Stinson (1980), Loder (1983) and Miklos (1988) concurred with Meese.

The literature has also identified certain factors on which selection should be based. These factors, though seen as important for valid selection decisions, vary from place to place. What is presented then are those that are highlighted frequently in the literature.

Gross and Herriott (1965) identified four factors which might have predictive value in selecting principals. These are academic achievement; interpersonal skills; motive of service;

and readiness to commit off-duty time to the job. Weldy (1979) contended that "the principal's greatest strength is not raw, unfettered power, but the skillful leadership, based on knowledge, good human relations, and the ability to get things done" (p. 21).

McCleary and Thomson (1978) concluded that successful principals apply problem analysis to determine the elements of a situation; use good judgement in identifying educational needs; and are decisive as required. They also communicate clearly, plan and organise well and possess strong interpersonal skills. Added to these traits and skills must be adequate professional knowledge: understanding of leadership, curriculum development, school law, school management, human relations, and community composition. They recommended that these should be verified before job placement.

The new principal must be politically acceptable to the school attendance area and especially to the parents of the students. Further, the principal encounters powerful constituencies surrounding the school and must have the political know-how to work with these groups (Morris et al., 1984). He or she must command informal authority as well as formal authority, and have the ability to generate faculty trust (Hoy & Kupersmith, 1984).

Factors Influencing Promotion

A number of factors are perceived to assist in the promotional process. The literature has identified eight: educational and professional qualifications; teaching experience and seniority; serendipity; mentoring; conforming; sex; competence; and the deputy principal experience. These are individually discussed below.

Educational and Professional Qualifications

It has become apparent over recent years that educational and professional qualifications are important in determining who can be admitted into the principalship. The entry into the teaching profession requires candidates to undertake preservice teacher training, in most cases, requiring an undergraduate degree. Consequently, teaching has become an all graduate profession in the western world (Hilsum & Start, 1974; Pharis & Zakariya, 1978; Weindling & Earley, 1987). Following this pattern, courses in educational administration and professional training are being recognised as vital tools for achieving the principalship (Pharis & Zakariya, 1978; Greene, 1971; Hoyle, 1987).

Pharis and Zakariya (1978, p. 9) found that in the US, 96% of the elementary principals had a master's degree or better. Weindling and Earley (1987, p. 20) in a study of educational qualifications as a factor influencing promotion, found that 90% of principals had a first degree, and 87% had a postgraduate diploma or certificate or better, in education. They concluded that it is now more difficult to obtain a principalship without a graduate degree.

The quality of the degrees earned has also had an effect on the speed of promotion. Hilsum and Start (1974) reported that among secondary principals, honours graduates achieved the principalship two years earlier than did the ordinary graduates.

Wright and Wright (1987) contended that academic success is strongly related to the availability of career relationships, including mentors, peers, and contacts in professional organizations. A lack of these significant relationships can hamper an individual's performance and achievement.

Teaching Experience

For many teachers, promotion to the principalship is determined by the number of years of teaching experience. Hilsum and Start (1974) found that many teachers, especially non-graduates, had to serve many years of teaching before they reached the principalship.

Carlson (1979) found that experience and seniority influence promotional decisions in Australia. Pharis and Zakariya (1978) found that elementary principals acknowledged that their experiences as teachers prepared them and helped in their promotion. They noted that some teachers were given status posts in recognition of long service, rather than as an indication of suitability for greater responsibility. Baltzell and Dentler (1983) concurred with Pharis and Zakariya.

Successful teaching experience and administrative experiences in middle level positions are perceived as hallmarks of effective principals (McCleary & Thomson, 1979). Teaching experience is perceived by female principals to be the most important factor contributing to their promotion.

Deputy Principalship Experience

Of all the positions below the principalship, the deputy principalship is perceived to be an important entry point. In some Australian states, the deputy principalship is a mandatory step (Carlson, 1979). Studies in the United States have shown that the deputy principalship is increasingly important in promotion (DESP, 1958, 1968; Pharis & Zakariya, 1978), especially in the elementary schools.

Gaertner (1980) found that the deputy principalship provided a stepping stone to both the principalship and (subsequently) to the superintendency.

Studies in the UK (Hilsum & Start, 1974; Clerkin, 1985; Weindling & Earley, 1987) show that many teachers reached the principalship through the deputy principalship.

The deputy principalship is a proving ground to test one's administrative mettle. It is in this position that the ambitious educational administrator will first experience the burden of responsibility and a modicum of authority to cope with the myriad tasks. It is from this vantage point that time and luck will bring promotion (Fallon, 1974, p. 76).

Ortiz (1982) concurred that the deputy principalship is an important organizational position because it provides a means of departing from teaching in a gradual way. It is "a 'stepping stone,' a 'grooming' or an 'interim' position" (p. 10). Greenfield et al. (1986) concluded that the pool of available recruits to the principalship tended to be composed primarily of persons demonstrating successful deputy principalship experience.

Mentoring

The mentor-protégé relationship has been found to be an important factor in the promotional process. Mentoring provides opportunities for learning and opportunities to make protégés known (DeAnda & Downey, 1982). These factors are important for enhancing career development.

Many administrators see mentoring as one method through which they can pass on a particular brand of leadership to the next generation (Moore, 1982b). Those who have mentors are therefore in a position to reach the principalship faster than those who have no mentors (DeAnda & Downey, 1982).

Through mentoring, candidates may be coached for job interviews. When the protégé has mentors on the selection committee, who formulate and ask the interview questions, the protégé's chances are enhanced (Baltzell & Dentler, 1983).

Hodgson (1986), Moore (1982b) and others found that mentoring resulted in early recognition and rapid promotion of women which led to more mobility and advancement. Mentors singled out protégés by encouraging them to apply for openings that have been announced or are about to be announced. Mentors instilled confidence in the protégés (Willis & Hodgson, 1986).

Competence and GASing

An idealized factor for promotion is competence. The key to success is solid performance in whatever level of school administration (Clerkin, 1988). Sometimes, competence is demonstrated in processes which are designed to measure and predict effectiveness in the position. Thus teachers are able to demonstrate their administrative competencies through "GASing" (Griffiths, Goldman & McFarland, 1965; Baltzell & Dentler, 1983); advance degree study in educational administration (McCleary & Thomson, 1978); and performance at assessment Centres (Daloz, 1971; Jeswald, 1977; Musella, 1982). "GASing" is described by Griffith, Goldman and McFarland as "Getting the Attention of Superiors" (1965, p. 23). Teachers take on jobs such as administrator of annual field day, teacher in charge of lunchroom or coordination of student teachers. While these jobs are not significantly important, they do give the teachers opportunities to demonstrate competence whereby they are able to get the attention of superiors.

The ambitious teachers also demonstrated competence through performing extra duties which they carried out in the office and after school, especially unpopular tasks such as supervision of hallways, school dances, coaching sports teams, work with students unions, etc. They won support from faculty and parents, support which is important for influencing selectors' decisions. The selectors who represent the faculty and parents are able to provide information regarding extracurricular duties that these teachers perform. This kind of information helps to influence the decision makers, resulting in favourable decisions (Beltzell & Dentler, 1984).

Gender

Gender seems to have played an important role in determining accession to the principalship. The principalship has historically been a male dominated career, and recently the number of women principals has declined, especially in the United States (Pharis & Zakariya, 1978).

The literature also shows that men are promoted faster than women (Prolman, 1982; Weindling & Earley, 1987). Thus gender plays a part, but primarily in affecting aspirations more so than the outcomes of competitive selection. In other words, males seem more interested in becoming principals than are females. Further, women tended to remain longer teaching and when they sought a principalship, they sought an elementary principalship, whereas the men spent a shorter time at teaching and sought high school principalships.

Serendipity

Some teachers have reached the principalship through serendipity. That is, a teacher may have by chance been appointed to the deputy principalship or acting principalship, wherein demonstrated competency resulted in appointment as principal. Sometimes, a situation arises in which promotion from the existing staff is preferred to bringing in someone new from another school (Weindling & Earley, 1987). Often this occurs where maintenance and stability are valued before anything else, and a known candidate is preferred (Baltzell & Dentler, 1983).

Summary

In this literature review, four topics were examined. The first was the importance of the principalship. In every country in the world, schools are headed by principals who not only serve as chief executive officers, but also as instructional leaders and morale builders of staff and students alike.

The various ways in which teachers are prepared for the principalship was the next topic. Preparation is needed before appointment as well as during tenure in order to give the greatest assurance of effective practice in a changing professional world. Training can take place in formal university settings or in schools. In the former case, formal certification for the position may be the instrumental purpose, or it may be achieved through the pursuit of a graduate degree. In the field setting, mentorship and internships hold sway as dominant training forms. All training methods may coexist in a functional balance, or some may predominate, depending on the political system.

The third theme was description of how selection actually occurs in various locations. Arrangements range from loose *ad hocracy* to tight bureaucratic control. This theme also included suggestions by theorists for making selection more effective and equitable.

Finally, factors influencing promotion were reviewed. Not surprisingly, they include professional experiences and qualifications discussed in earlier sections. But in addition, the role of gender and conformity was noted. Either from choice or bias, males dominate the principalship. Likewise there is a clear tendency to look favourably on candidates who have shown a readiness to fit into the existing system by virtue of successful mentoring or by learning to get along with superiors.

Ultimately, in many instances, luck has a big part to play.

Chapter 3

CONCEPTUAL MODEL AND RESEARCH METHODOLOGY

The conceptual model of the system of promotion in PNG and the research methodology of the study are presented in this chapter. The conceptual model is presented in terms of the possible career paths, while the research methodology is discussed in terms of the research participants, instrumentation, data collection procedures, and the treatment of the data.

Conceptual Model

The conceptual model for the study of headmaster accession in PNG is presented in Figure 1. The letters A to Q represent possible steps in a complex accession system.

Many paths can be hypothesized within the model. The first is the conventional, or step by step paths (BG and DH). The second category of promotional paths is what might be referred to as the accelerated paths (C, E). Other types of accelerated paths are LQ and MP. One common characteristic of these paths is that they bypass certain positions and levels as they lead to the headmastership. The third category of promotional paths is that which provides an opportunity to move from the community school to the high school sector (A, F and I). The model also demonstrates that mixed categories are theoretically possible. It is possible for teachers to be promoted to a higher position, later to move to a lower level position.

The conceptual model also hypothesizes that as in the United States (Prolman, 1982) there are many paths to the school headmastership, but they all have at least one thing in common. They all begin in the classroom.

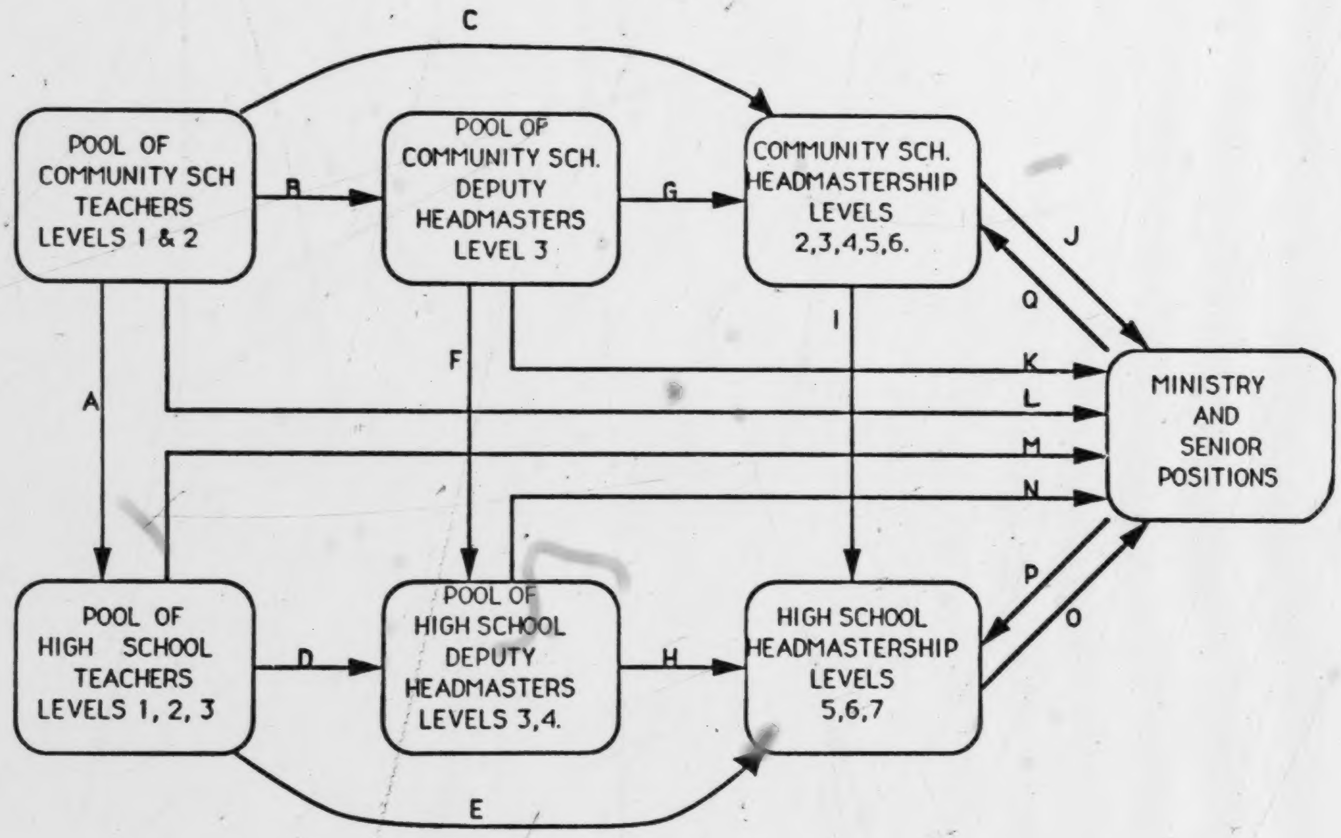
POOL OF
COMMUNITY SCH
TEACHERS
LEVELS 1 & 2
POOL OF
COMMUNITY SCH.
DEPUTY
HEADMASTERS
LEVEL 3
COMMUNITY SCH.
HEADMASTERSHIP
LEVELS
2,3,4,5,6.
MINISTRY
AND
SENIOR
POSITIONS
POOL OF
HIGH SCHOOL
TEACHERS
LEVELS 1, 2, 3
POOL OF
HIGH SCHOOL
DEPUTY
HEADMASTERS
LEVELS 3,4.
HIGH SCHOOL
HEADMASTERSHIP
LEVELS
5,6,7
A
B
C
D
E
F
G
H
I
J
K
L
M
N
O
P
Q

Figure 1

Accession Paths

Function of the Conceptual Model

The conceptual model outlines the main promotional paths that teachers might follow in their accession to the headmastership. Thus the model projects a framework for the study of accession. Secondly, the model reflects the dual structure for teaching service--community school or high school teaching sectors.

The conceptual model also provides a useful guide for determining investigation questions:

1. What routes are available for the promotion of teachers into the headmastership?
2. Which paths are more commonly followed? Which are less commonly followed?
3. What kind of population goes through each path?
4. What qualifications or special characteristics must a teacher possess to be put on the accelerated routes?
5. What kind of teachers reach the headmastership through senior positions within the Ministry of Education?
6. There are different levels of headmastership in this model. Does this have an effect on the status conflict that may exist? Does it have an effect on the morale of the teachers?

The above do not exhaust the number of questions that could be raised from this model. It is beyond the scope of this study to continue doing so.

The model also contributes to determining which populations should be selected to provide the data for this study. The randomly selected samples for headmasters does reflect this. For example, all levels of the headmastership and deputy headmastership are represented. Finally, the occurrence of specialized sector training raises a very important question which touches on raising the entry standard for teacher training, hence, headmaster preparation, as well as economic usage of limited resources available. Is it possible to unify teacher preparation, to rationalize the usage of training institutions, staff, facilities, and to raise, in particular, the entry qualifications for community school teachers?

Research Methodology

Participants

Six populations were surveyed for the purpose of this study. These were community school headmasters, high school headmasters, community school deputy headmasters, high school deputy headmasters, community school "senior" inspectors (who are in charge of a group of community school inspectors in each province, but hereafter referred to as community school inspectors), and high school inspectors. The inspectors were selected because they are perceived to be influential in the promotion of teachers and headmasters.

Study Samples

The sampling plan is outlined in Table 1. A sample of each population was drawn as follows: community school headmasters, 5%; high school headmasters, 25%; community school deputy headmasters, 25%; high school deputy headmasters, 25%; community school inspectors, 100%; and high school inspectors, 100%. Except for inspectors, deputy headmasters and headmasters participating in this survey were randomly selected from the school listings contained in the Education Gazette, Volume 22, Number 7/8, 1988. Since this list is organized by region, a stratified random sample by region was derived (see Tables 1 and 2).

Instrumentation

Two questionnaires with similar contents, one for inspectors and the other for headmasters and deputy headmasters, were constructed by the researcher. Each questionnaire was divided into four parts (see Appendix D).

Part A contained questions which sought personal data including locations of the participants, the region of birth (and nationality in the case of non-citizens and naturalized citizens), gender, age group, and father's main occupation.

Table 1

Sampling Plan

Role	Population	Percentage Chosen	Total
Community school headmaster	2,161	5%	108
High school headmaster	118	25%	30
Community school deputy headmaster	124	25%	31
High school deputy headmaster	118	25%	30
Community school inspector	20	100%	20
High school inspectors	20	100%	20
Total			239

Part B questions sought information on the academic and administrative backgrounds of the participants. These included data on the institutions attended as a student, the highest level of qualification attained, inservice training, and courses attended while serving in the field.

Part C questions sought data on employment background. The participants were asked to indicate their level of present appointment, the substantive level they held, their eligibility level, the status of their appointment, the number of years in their present position, and the number of years they had held their present position level, and the total number of years they had served as professional educators. The participants were also asked to trace their careers.

Part D asked questions regarding factors perceived to affect career development. The questions sought data on how participants were identified and recruited, which positions in the Ministry of Education were influential in the promotional process, and which factors contributed most to career development. The participants were also asked to indicate their degree of confidence and satisfaction in their careers, and their perceptions of the fairness, effectiveness and efficiency of the promotion system.

Validity of Instruments

In order to ensure that the questionnaires measured what they were supposed to measure and that the questions were expressed clearly and unambiguously, the questionnaires were pre-tested on three groups: (1) two members of the staff in the Department of Educational Administration, The University of Alberta, (2) two Papua New Guinean graduate students from the same department, and (3) three Papua New Guinean ladies (resident in Edmonton) who had extensive teaching experience in Papua New Guinea. Their reactions to questions were discussed and adjustments made accordingly.

Data Collection Procedures

Permission was obtained from the National Department of Education to carry out this survey (see Appendix B).

On January 11, 1989, 239 questionnaires (199 of headmasters and deputy headmasters, and 40 of inspectors) were mailed to participants throughout Papua New Guinea. Table 2 shows the regional location of participants taking part in the survey. A covering letter from the researcher, assuring confidentiality and requesting the participants' cooperation was also included (see Appendix C). On March 16th, a first reminder was sent to each participant, followed by a final reminder on April 19th (see Appendix C).

Table 2

Regional Location of Participants

Role Type	Highlands	Southern	NGI	Momase	Total
Community school headmasters	30	25	21	32	108
High school headmasters	9	8	6	7	30
Community school deputy headmasters	11	8	5	7	31
Community school inspectors	5	6	5	4	20
High school inspectors	5	6	5	4	20
Totals	69	60	48	62	239

As participants completed the questionnaire, they mailed it to the researcher in the return envelopes. At the same time, the participants also mailed a post card to Dr. L. O. Okello at the University of Papua New Guinea. These cards enabled Dr. Okello to determine who had responded and who needed to be reminded. Of the 239 questionnaires sent out, 145 or 60.7% were returned. Table 3 represents an analysis of the rate of return according to role type.

Table 3

Rate of Return by Role Type

Questionnaires	Deputy Headmasters CS	Deputy Headmasters HS	Headmasters CS	Headmasters HS	Inspectors CS	Inspectors HS	Total
No. distributed to participants	31	30	108	30	20	20	239
No. returned by participants	15	21	64	20	13	12	145
% rate of return	48.4	70.0	59.3	66.7	65.0	60.0	60.7

CS = Community school
HS = High school

Owing to the distance between the researcher and the location of the participants, direct personal contact by the researcher was not possible. Many of the participants are located in schools which do not enjoy modern means of communication and transportation. Consequently, the contact person at the University of Papua New Guinea could not contact them through verbal means.

The high school deputy headmasters had the best rate of return (70%) while the community school deputy headmasters had the lowest rate of return (48.4%). The other four populations had approximately equal rates of return.

Questionnaires were received from all regions of the country. Table 4 shows the rate of return for each region for all samples. All regions had more than 50% return with Southern region returning the highest (66.7%), and the Highlands region the lowest (55.1%).

Table 4

Rate of Return by Region

Region	Number Sent	Number Returned	Rate of Return
Highlands	69	38	55.1%
Southern	60	40	66.7%
N.G.I.	48	28	58.3%
Momase	62	39	62.9%
National	239	145	60.7%

Not only is there a balanced rate of return, there is also a balanced representation of all regions as presented in Table 5.

Table 5

Distribution of Responses by Region

Region	Number Received	Percentage
Highlands	38	26.2
Southern	40	27.6
N.G.I.	29	20.0
Momase	38	26.2
Total	145	100.0

Treatment of the Data

Since the questionnaires were precoded to facilitate key punching, the raw data were transferred directly from the questionnaires to computer. From these, frequency distributions were obtained for all relevant variables using the statistical package for the social sciences (SPSS).

Summary

This chapter described the conceptual framework and the research methodology.

The conceptual framework hypothesized four types of path: step by step, accelerated, inter-sector, and up/down.

The research methodology involved the mailing of questionnaires to individual participants, and letters requesting government documentation from the Department of Education.

The government documentation included the Teaching Service Commission's (TSC) direction on procedures and criteria for making appointments to vacant positions advertised in the Education Gazette. However, no documents relating to policies for identification, recruitment, training, and placement of headmasters in acting positions, or promotion of headmasters to higher positions were received from the Ministry of Education. Consequently, the researcher was forced to abandon this line of enquiry. This was an important departure from the study plan since the important question of consistency of perceived practices with official policies could not be answered fully.

Chapter 4

PRESENTATION OF THE DATA

This chapter presents the research data in seven sections. The initial section describes the personal characteristics of the respondents. The second section presents their professional training followed by a section on their employment background. In the fourth section factors affecting the career development of the respondents are presented, followed by a section which discusses factors that affected their promotion. The sixth section discusses the professional satisfaction of the respondents. The final section presents perceptions of the fairness and effectiveness of the system of promotion, the school system, and the school headmasters. For each section, the data are presented for role type, followed by work sector.

Personal Characteristics

Personal characteristics of the respondents include gender, age, the region of birth, father's occupation, and formal education.

Personal Characteristics by Role

The distribution of respondents' personal characteristics by role is presented in Table 6. Nearly 94% of the respondents are male. Given that more than 30% of the teaching force is female (Education, Department of, 1987, p. 4), the under-representation of that gender is obvious and can be attributed to traditional values concerning the role of women in PNG.

The majority of the respondents are 30 to 50 years old, and most of the remainder under 30. The low number of headmasters and inspectors over 50 is puzzling since the retirement age is 65. A possible explanation is that indigenous citizens who are holding such positions are young, coming on to the educational scene in the last 20 years when serious efforts were made to replace foreigners.

Table 6

Percentage Distribution of Respondents by Personal Characteristics by Role

Characteristic	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Gender				
Male	91.7	95.2	92.0	93.8
Female	8.3	3.6	4.0	4.8
Missing	--	1.2	4.0	1.4
Age				
Less than 30	19.4	20.2	--	16.6
30-50 years	80.6	75.0	92.0	79.3
Over 50	--	4.8	8.0	4.1
Region of Birth				
Highlands	13.9	25.0	4.0	18.6
Southern	33.3	23.8	48.0	30.3
New Guinea Islands	16.7	20.2	24.0	20.0
Momase	33.3	22.6	--	21.4
Other Nationality	2.7	7.1	24.0	9.0
Missing	--	1.2	--	0.7
Father's Occupation				
Subsistence farmer/ fisherman	83.3	77.4	52.0	74.5
Wage earner	8.3	8.3	16.0	9.7
Businessman	--	3.6	8.0	3.4
Professional	--	2.4	4.0	2.1
Other	8.3	8.3	20.0	10.3

All regions in the country are represented by each role type except Momase region which has not produced an inspector. The southern region is claimed by 30.3% of the respondents as their region of birth and also accounts for the highest number of senior positions. The highlands region constitutes nearly 50% of the nation's total population, but only 18.6% of the respondents were born there. In general, 71.7% were born in the other three regions which are coastal. The under-representation of the highlands region may be attributed in part to the fact that educational opportunities for the highlands have been in existence for under 56 years, compared with over 100 years for the coastal people. Nine percent of the respondents are expatriates, indicating the country's continuing dependence on foreigners to help fill these top positions.

The great majority of people of PNG are subsistence farmers and fisherman, living in rural areas. Such origins are also reflected in the backgrounds of the respondents, indicating that leadership in education is not dominated by an economic elite.

Personal Characteristics by Work Sector

The distribution of respondents' personal characteristics by work sector is presented in Table 7. More than 90% of each sector are male. Women are not represented among the community school inspectors.

The majority of deputy headmasters and headmasters in each sector are 30 to 50 years old, and most of the remainder are under 30. Among the inspectors, 100% of the community school and 83.3% of the high school inspectors are 30 to 50 years old, with the remaining high school inspectors being over 50. This indicates that physical maturity and longer professional experience are characteristics of these roles. It is notable that though the community school inspectorships have been localized for sometime, the respondents are younger than their high school counterparts. The explanation for this is that those high school inspectors who are over 50 are expatriates.

Table 7

Percentage Distribution of Respondents by Personal Characteristics by Work Sector

	Deputy Headmasters and Headmasters		Inspectors	
Characteristic	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Gender				
Male	93.7	95.1	92.3	91.7
Female	5.1	4.9	--	8.3
Missing	1.2	--	7.7	--
Age				
Less than 30	21.5	17.1	--	--
30-50 years	74.7	80.5	100.0	83.3
Over 50 years	3.8	2.4	--	16.7
Region of Birth				
Highlands	22.8	19.5	7.7	--
Southern	31.6	17.1	53.8	41.7
New Guinea Islands	19.0	19.5	38.5	8.3
Momase	26.6	24.4	--	--
Other Nationality	--	17.1	--	50.0
Missing	--	2.4	--	--
Father's Occupation				
Subsistence farmer/ fisherman	84.8	68.3	61.8	41.7
Wage earner	7.6	9.8	7.7	25.0
Businessman	1.3	4.9	7.7	8.3
Professional	--	4.9	--	8.3
Other	6.3	12.2	23.1	16.7

All regions are represented among the community school and high school deputy headmasters and headmasters. The highlands region is under-represented among the community school inspectors, and not represented at all among the high school inspectors, while the Momase region is not represented among the inspectors. The southern region clearly dominates community school and high school inspectorships. One possible explanation is that teachers from this region may see teaching as a lifelong career, hence continue on in the system whereby promotion to these positions is achieved. The presence of expatriates in the high school sectors is noticeable, reflecting the shortages in the supply of suitable officers. The community school sector had been fully localized since 1974.

Over 84% of community school deputy headmasters and headmasters, and 68.3% of the high school deputy headmasters and headmasters, and 61.8% of the community school inspectors but only 41.7% of the high school inspectors come from subsistence farming backgrounds. Fifty percent of the high school inspectors in this study are expatriates, hence the low percentage can be explained.

Formal Education by Role

The distribution of respondents by formal education by role is presented in Table 8. Nearly everyone attended community school, high school and teachers' college, but only 42.8% attended inservice college and 28.3% attended university. The low attendance at the inservice college could be caused in part by the fact that this college is located in Port Moresby, beyond the reach of the greatest majority of the teachers. Secondly, attendance at inservice courses at this college is controlled by the Department of Education, hence it would not be possible for teachers to attend on a voluntary basis. Teaching in PNG is largely a nongraduate profession. Thus nearly all of the Papua New Guineans in this study attended university as part of the inservice training exercise.

Sixty six percent of the respondents completed grade 10. The inspectors reported the highest percentage (28.0%) completing grades 11 and 12. Many of the respondents

Table 8

Percentage Distribution of Respondents by Formal Education by Role

Educational Factor	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Institution Attended				
Community School	97.2	100.0	100.0	99.3
High School	100.0	98.8	96.9	98.6
Teachers' College	100.0	97.6	92.0	97.2
Inservice College	36.1	48.8	32.0	42.8
University	44.4	20.2	68.0	28.3
Other	8.3	9.5	24.0	11.0
High School Level				
Grade 7	--	1.2	--	0.7
Grade 8	--	6.0	--	3.5
Grade 9	13.9	16.9	24.0	17.4
Grade 10	80.5	65.1	48.0	66.0
Grade 11	--	1.2	4.0	1.4
Grade 12	5.6	9.6	24.0	11.1
Tertiary Level				
College Certificate	36.1	63.1	24.0	49.6
College Diploma	30.6	10.7	4.0	14.5
University Diploma	22.2	14.3	32.0	19.3
Bachelor's Degree (General)	8.3	4.8	28.0	9.7
Bachelor's Degree (Honours)	2.8	--	--	0.7
Postgraduate Diploma	--	3.6	8.0	3.4
Master's Degree	--	1.2	4.0	1.4
Missing	--	2.4	--	1.4

in each role only completed grade 9. By role, headmasters appear to have the least high school education. The reason for this may be as stated in the discussion of formal education by work sector.

The tertiary education qualifications of the respondents varied from role to role. The greatest majority of deputy headmasters (66.7%) and headmasters (73.8%) obtained college diplomas or certificates. Among the inspectors, the majority (72.0%) completed a university diploma or better.

The discrepancy in the formal education levels between the different roles can be explained in a number of ways. One explanation is that attendance at inservice courses depends to a large extent on the priority of the Department of Education, which as a matter of policy, gives preference to senior personnel.

Formal Education by Work Sector

The distribution of respondents by formal education by work sector is presented in Table 9. Nearly everyone attended community school and high school. Nearly all deputy headmasters and headmasters attended teachers' college. Among the high school inspectors, only 83.3% attended teachers' college. The remaining 16.7% are probably expatriates who may have received teacher training at universities. Attendance at the inservice college varied a great deal between the two sectors. More than 50% of the community school sector attended the inservice college, while less than 10% from the high school sector did so. This is a reflection of the fact that the college was created specifically to provide inservice training for the community school teachers and headmasters. This policy continues today.

Attendance at university shows that fewer than 14% of the community school deputy headmasters and headmasters attended compared with more than 50% of the high school deputy headmasters and headmasters and inspectors. One explanation for very few community school deputy headmasters and headmasters attending university is that they may be too far down on the priority list. Another explanation is that the University of Papua New Guinean entry

Table 9

Percentage Distribution of Respondents by Formal Education by Work Sector

Educational Factor	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Institution Attended				
Community School	100.0	97.6	100.0	100.0
High School	98.7	100.0	92.3	100.0
Teachers' College	98.7	97.6	100.0	83.3
Inservice College	65.8	4.9	53.8	8.3
University	13.9	53.7	61.5	75.0
Other	6.3	14.6	38.5	8.3
High School Level				
Grade 7	1.3	--	--	--
Grade 8	6.3	--	--	--
Grade 9	24.1	--	46.2	--
Grade 10	67.1	73.2	53.8	41.7
Grade 11	--	2.4	--	8.3
Grade 12	--	24.4	--	50.0
Missing	1.3	--	--	--
Tertiary Level				
College Certificate	82.3	2.4	38.5	8.3
College Diploma	--	48.8	--	8.3
University Diploma	15.2	19.5	46.1	16.7
Bachelor's Degree (General)	--	17.1	15.4	41.7
Bachelor's Degree (Honours)	--	2.4	--	--
Postgraduate Diploma	--	7.3	--	16.7
Master's Degree	--	2.4	--	8.3
Missing	2.5	--	--	--

requirements are quite high and are rigidly enforced. Given that the quality of grade 10 graduates entering the community school teaching force is poor compared with high schools, they probably find it hard to pass the entry examinations.

The high school qualifications by work sector also varies significantly as shown in Table 9. Community school deputy headmasters and headmasters and community school inspectors completed grade 10 or less before entering the teaching service, while the high school deputy headmasters, headmasters and inspectors completed grade 10 or better before entering the teaching service. The explanation for this is that prior to 1988 enrolment at community school teachers' colleges was open to all grades, whereas for high school teaching, the entry grade has always remained at grade 10 or better.

Tertiary education level is also significantly different among the different sectors. For community school deputy headmasters and headmasters, 82.3% obtained a college certificate. For high school deputy headmasters and headmasters, the majority (97.5%) obtained a college diploma or better. Among the inspectors, the majority of the community school inspectors (61.5%) obtained a university diploma or a degree, and the remaining 38.5% obtained college certificates. Among the high school inspectors, the majority (83.4%) obtained university diplomas or better.

As mentioned previously, the teaching profession in PNG is a nongraduate profession, hence the large number of diplomas and certificates. Teacher training qualifications vary between the community school and high school sectors. For the former, training is of two years duration resulting in a certificate while for the latter, it is three or four years resulting in a diploma or a degree. Table 9 also shows that no one from the community school sector completed an honours degree or better, while high school deputy headmasters, headmasters (12.1%) and inspectors (25.0%) completed higher degrees. These facts reflect the presence of expatriates with higher qualifications in the high school sector.

Professional Training

Under this section, the inservice courses and other inservice training undertaken by the respondents are presented. The respondents were asked to check a variety of courses and activities indicating whether or not they had taken part in them.

Inservice Courses Completed by Role

The distribution of respondents by inservice courses completed by role is presented in Table 10. No inservice course appears to be the dominant mode. The greatest number of deputy headmasters (27.8%) and headmasters (40.5%) attended type 2 courses, while 28.0% of the inspectors completed DES (Primary). Many types of inservice courses are available through which teachers and headmasters can receive inservice training. This factor is reinforced by the fact that nearly 20% of the respondents also attended other inservice courses.

Inservice Courses Completed by Work Sector

The distribution of respondents by inservice courses completed by work sector is presented in Table 11. The majority of the community school deputy headmasters and headmasters (55.7%) completed type 2 courses while the majority of the community school inspectors (53.8%) completed DES (Primary) courses. Among the high school deputy headmasters, headmasters and inspectors, no inservice course appears to be dominant.

Other Inservice Training by Role

The distribution of respondents by other inservice training undertaken by role is presented in Table 12. For each role, inservice training organized by the headmaster is the most common. The second most popular means of receiving inservice training is on the job training as "teacher in charge in various positions." It should be noted that fewer inspectors acknowledged this form of training compared with that of the deputy headmasters or the headmasters. A possible explanation is that while the deputy headmasters and headmasters

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Table 10

Percentage Distribution of Respondents by Inservice Courses by Role

Course Completed	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Type 1	11.1	8.3	--	7.6
Type 2	27.8	40.5	20.0	33.8
DES (Primary)	5.6	13.1	28.0	13.8
DES (Planning)	--	--	--	--
DES (Secondary)	--	2.4	8.0	2.8
DES (Tertiary)	--	1.2	--	0.7
DES (Curriculum)	--	1.2	--	0.7
DES (School Based Curriculum)	2.8	--	--	0.7
B.Ed. (Inservice, UPNG)	11.1	3.6	20.0	8.3
B.A. (UPNG)	--	--	4.0	0.7
Supervisory Efficiency Program	13.9	6.0	8.0	8.3
Secondary Senior Officers Course	11.1	2.4	8.0	5.5
Education Administration (ITI)	5.6	--	4.0	2.7
INNOTECH (Philippines)	--	--	4.0	0.7
Other	27.8	40.5	28.0	19.3

Note: DES = Diploma in Education Studies

Table 11

Percentage Distribution of Respondents by Inservice Courses by Work Sector

Course Completed	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Type 1	12.7	2.4	--	--
Type 2	55.7	--	38.5	--
DES (Primary)	16.5	--	53.8	--
DES (Planning)	--	--	--	--
DES (Secondary)	--	4.9	--	16.7
DES (Tertiary)	--	2.4	--	--
DES (Curriculum)	1.3	--	--	--
DES (School Based Curriculum)	--	2.4	--	--
B.Ed. (Inservice, UPNG)	--	17.1	23.1	16.7
B.A. (UPNG)	--	--	--	8.3
Supervisory Efficiency Program	11.4	2.4	15.4	8.3
Secondary Senior Officers Course	--	14.6	--	16.7
Education Administration (ITI)	--	4.9	7.7	--
INNOTECH (Philippines)	--	--	7.7	--
Other	12.7	26.8	30.8	25.0

Note: DES = Diploma in Education Studies

Table 12

Percentage Distribution of Respondents by Other Inservice Training by Role

Inservice Activity	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Associateship under an experienced officer	11.1	17.9	36.0	19.3
Teacher in charge, various positions	66.7	59.5	48.0	59.3
Supervisory workshop (Provincial)	50.0	59.5	36.0	53.1
Supervisory workshop (National)	19.4	20.2	32.0	22.1
Inservice training organized by headmaster	77.8	73.8	52.0	71.0
Other training activities	13.9	8.3	12.0	10.3

feel that acting in various positions prepared them for deputy headmastership and headmastership, the inspectors do not feel the same.

Associateship under an experienced officer has been a deliberate policy for preparing the Nationals to take over from expatriates. However, less than 20% of the respondents received this kind of inservice training.

Other Inservice Training by Work Sector

The distribution of respondents by other inservice training undertaken by work sector is presented in Table 13. Most of the community school deputy headmasters and headmasters received inservice training through inservice training organized by the headmaster (72.2%), supervisory workshop, provincial (65.8%), and teacher in charge, various positions (53.2%). Among the high school deputy headmasters and headmasters, the majority received inservice training through inservice training organized by the headmaster (80.5%) and teacher in charge, various positions (78.0%). Among the community school inspectors, 69.2% attended supervisory workshops (provincial) and equal numbers (53.8%) received inservice training through inservice training organized by the headmaster, supervisory workshops (national), and teacher in charge, various positions. For high school inspectors, associateship under an experienced officer (50.0%) and inservice training organized by the headmaster (50.0%) were the main inservice training vehicles.

Table 13 shows that 50% of high school inspectors received some training by associateship. Inspection of individual questionnaires showed that all indigenous high school inspectors experienced associateship. No expatriates experienced associateship. It is noted that while headmasters are seen as the main persons to organize inservice for teachers, only59.5% (as in Table 12) were given opportunities to attend supervisory workshops. Hence, it can be claimed that some headmasters are not trained for the inservice role that is expected of them.

Table 13

Percentage Distribution of Respondents by Other Inservice Training by Work Sector

	Deputy Headmasters and Headmasters		Inspectors	
Characteristic	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Associateship under an experienced officer	16.5	14.6	23.0	50.0
Teacher in charge, various positions	53.2	78.0	53.8	41.7
Supervisory workshop (Provincial)	65.8	39.0	69.2	--
Supervisory workshop (National)	13.9	31.7	53.8	8.3
Inservice training organized by headmaster	72.2	80.5	53.8	50.0
Other training activities	6.3	17.3	23.1	--

Employment Background

Under employment background, the data are presented for the substantive and eligibility levels currently held by the respondents, as well as whether the respondents held their positions on tenure or not. Data are presented also for the number of years they have spent as educators as well as the number of years they have spent as deputy headmasters, headmasters and inspectors. To collect these data, the respondents were asked to check the appropriate space for each status factor.

Employment Status by Role

The distribution of respondents by employment status by role is presented in Table 14. The majority of deputy headmasters were on substantive E.O. 3 level. Among the headmasters, the largest number (33.3%) were on substantive E.O. 3, while the biggest group among the inspectors (48.0%) were on substantive E.O. 9. No deputy headmasters held substantive level higher than E.O. 4, and no inspector held substantive level less than E.O. 4. There being no deputy headmasters with substantive level higher than E.O. 4 can be explained. In community schools, deputy headmastership is designated at E.O. 3, while at high school, the deputy headship is designated as either E.O. 3 or E.O. 4 depending on the size of the high school.

The majority of the respondents had no current eligibility, indicating that they could not apply for any position above their substantive level.

The majority of respondents (59.3%) were holding their current positions on an acting (non-tenured) basis. These findings confirm the UNESCO report on educational costs and finance in PNG. They found that over 50% of the teaching posts are held on an acting basis, hence had to be advertised every year. This caused unusual mobility among the teachers (The Cost and Finance of Education, 1986, p. 34). The findings from these surveys would suggest that the present system of granting tenure seems to be a major factor in the teacher turnover.

Table 14

Percentage Distribution of Respondents by Employment Status by Role

Status Factor	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Substantive Level				
Teacher Grade II	2.8	3.6	--	2.8
Teacher Grade III	--	--	--	--
E.O. 1	11.1	11.9	--	9.6
E.O. 2	22.2	23.8	--	19.3
E.O. 3	55.6	33.3	--	33.1
E.O. 4	8.3	16.7	4.0	12.4
E.O. 5	--	8.3	4.0	5.5
E.O. 6	--	1.2	28.0	5.5
E.O. 7	--	1.2	--	0.7
E.O. 8	--	--	16.0	2.8
E.O. 9	--	--	48.0	8.3
Eligibility Level				
E.O. 2	--	9.5	--	5.5
E.O. 3	11.1	17.8	--	13.1
E.O. 4	11.1	7.1	--	6.9
E.O. 5	2.8	3.6	4.0	3.5
E.O. 6	2.8	5.9	--	4.1
E.O. 7	--	1.2	4.0	1.4
E.O. 8	--	--	--	--
E.O. 9	--	--	--	--
No current eligibility	72.2	57.1	92.0	65.5
Tenure				
Tenured	36.1	41.7	44.0	40.7
Nontenured	63.9	58.3	56.0	59.3

Employment Status by Work Sector

The distribution of respondents by employment status by work sector is presented in Table 15. The biggest group of community school deputy headmasters and headmasters (40.5%) and high school deputy headmasters and headmasters (39.0%) held substantive level of E.O. 3. The majority of the community school inspectors (53.8%) held substantive level of E.O. 6, while all of the secondary inspectors held substantive level of E.O. 9, which is the classified level for that position.

The fact that the great majority of high school deputy headmasters and headmasters, and community school inspectors are nontenured indicates that many are acting above their eligibility levels.

Years of Professional Experience by Role

Professional experience includes years as an educator and the total number of years spent in the present position and role. The distribution of respondents by years of professional experience by role is presented in Table 16.

The largest groups of deputy headmasters (52.8%) and headmasters (35.7%) had been in the teaching service as educators for 11 to 15 years. Among the inspectors, the biggest group (36.0%) had been educators for 16 to 20 years. Very few in any role had been educators for more than 25 years. The explanation for this is that the greatest majority of Papua New Guineans in the teaching service are young, and many of them are being promoted rapidly to take over positions from expatriates.

The above is reflected again in the number of years the respondents have spent in their present roles and positions. The greatest majority in each role group had been serving in those roles for under four years. Hence, personnel occupying the positions of deputy headmastership, headmastership and the inspectorship are relatively inexperienced.

Table 15

Percentage Distribution of Respondents by Employment Status by Work Sector

Status Factor	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Substantive Level				
Teacher Grade II	3.8	--	--	--
Teacher Grade III	--	--	--	--
E.O. 1	10.1	14.6	--	--
E.O. 2	27.8	17.1	--	--
E.O. 3	40.5	39.0	--	--
E.O. 4	12.7	17.1	7.7	--
E.O. 5	5.1	7.3	7.7	--
E.O. 6	--	2.4	53.8	--
E.O. 7	--	2.4	--	--
E.O. 8	--	--	30.8	--
E.O. 9	--	--	--	100.0
Eligibility Level				
E.O. 2	8.9	2.4	--	--
E.O. 3	19.0	9.7	--	--
E.O. 4	8.7	7.3	--	--
E.O. 5	2.5	4.9	1.7	--
E.O. 6	--	14.6	--	--
E.O. 7	--	2.4	1.7	--
E.O. 8	--	--	--	--
E.O. 9	--	--	--	--
No current eligibility	60.7	58.5	84.6	100.0
Tenure				
Tenured	53.2	14.6	23.1	66.7
Nontenured	46.8	85.4	76.9	33.3

Table 16

Percentage Distribution of Respondents by Years of Professional Experience by Role

Years	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
As an Educator				
0 - 5	--	3.6	--	2.1
6 - 10	27.8	17.8	4.0	17.9
11 - 15	52.8	35.7	28.0	38.6
16 - 20	11.1	23.8	36.0	22.7
21 - 25	--	9.5	16.0	8.3
26 - 30	8.3	3.6	12.0	6.2
31 - 35	--	4.8	--	2.7
36 & over	--	--	4.0	0.7
Missing	--	1.2	--	0.7
In Present Role				
0 - 2	52.8	28.6	20.0	33.8
3 - 4	25.0	27.4	32.0	26.9
5 - 6	11.1	8.3	16.0	11.7
7 - 8	2.8	10.7	12.0	8.3
9 - 10	2.8	10.7	12.0	8.3
11 & over	5.6	14.3	8.0	11.0
In Present Position				
0 - 2	69.4	60.2	44.0	59.0
3 - 4	19.4	30.1	48.0	25.7
5 - 6	8.3	3.6	4.0	4.9
7 - 8	--	4.8	4.0	4.9
9 - 10	--	--	--	1.4
11 & over	2.8	1.2	--	4.2

Years of Professional Experience by Work Sector

The distribution of respondents by years of professional experience by work sector is presented in Table 17. Among the community school deputy headmasters and headmasters, the biggest group (35.4%) had been educators for 11 to 15 years. Of the remainder, 25.3% have been educators for 16 to 20 years. Among the high school deputy headmasters and headmasters, the majority (51.2%) have been educators for 11 to 15 years. The majority of the community school inspectors (53.8%) have been educators for 16 to 20 years while the biggest group of high school inspectors (33.3%) have been inspectors for 11 to 15 years.

The number of years spent in present role and position also varies within each sector and between the different sectors. The biggest group of community school deputy headmasters and headmasters (24.1%), and 50% of the high school inspectors have been in their respective roles for three to four years. The majority of the high school deputy headmasters and headmasters (61.0%), and the biggest group of community school inspectors (30.8%) had been in their current roles for under two years. Of the remainder, 31.7% of the high school deputy headmasters and headmasters have been in their roles for three to four years, while for the remainder of the community school inspectors, 23.1% have been inspectors for five to six years.

The inexperience of high school deputy headmasters and headmasters may be puzzling. The most likely explanation is that high school headmasters are among the best educated and best trained in PNG. Hence they are in high demand not only by the public sector, but by the private sector as well, where the conditions of employment are better than those provided by the Teaching Service Commission. Consequently, many high school headmasters change jobs after being headmasters for a short time.

Factors Affecting Career Development

Factors affecting career development include practices for identification for promotion and for recruitment, and persons influencing these processes as well as factors affecting

Table 17

Percentage Distribution of Respondents by Years of Professional Experience by Work Sector

	Deputy Headmasters and Headmasters		Inspectors	
Years	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
As an Educator				
0 - 5	3.8	--	--	--
6 - 10	19.1	24.4	--	8.3
11 - 15	35.4	51.2	23.1	33.3
16 - 20	25.3	9.7	53.8	16.7
21 - 25	6.3	7.3	15.4	16.7
26 - 30	6.3	2.4	7.7	16.7
31 - 35	3.8	2.4	--	--
36 & over	--	--	--	8.3
Missing	--	2.4	--	--
In Present Role				
0 - 2	22.8	61.0	30.8	8.3
3 - 4	24.1	31.7	15.4	50.0
5 - 6	12.7	2.4	23.1	8.3
7 - 8	10.1	4.9	7.1	16.7
9 - 10	12.7	--	15.4	8.3
11 & over	17.7	--	7.7	8.3
In Present Position				
0 - 2	55.1	78.0	38.5	50.0
3 - 4	30.8	19.5	53.8	41.7
5 - 6	6.4	2.4	7.7	--
7 - 8	5.1	--	--	8.3
9 - 10	--	--	--	--
11 & over	2.6	--	--	--

promotion. Respondents were asked to check a variety of factors indicating whether or not they were relevant to their career development.

Identification and Recruitment Factors by Role

The distribution of respondents by identification and recruitment factors by role is presented in Table 18. For all respondents, 90.3% claimed that identification for promotion had been influenced by 'good personal report.' Fifty six percent of the inspectors also claimed that 'executive assessment workshops' contributed. Many deputy headmasters, headmasters and inspectors thought 'inservice course attendance' also contributed to their identification.

Different lists of variables were used to collect data on recruitment practices, one for deputy headmasters and headmasters, and the other for inspectors as shown in Table 18. A number of recruitment practices have been used to fill these roles. Among the deputy headmasters, initiatives of Ministry of Education officials (47.2%), one's school headmaster (38.9%), and advertised vacancies (38.9%) are the most common recruitment methods recognized. Among the headmasters, the most common vehicles of recruitment have been advertised vacancies (48.8%) and initiative of Ministry of Education official (32.1%). Among the inspectors, the initiative of one's inspector (48.0%) and Ministry of Education official (40.0%) are the most common recruitment practices.

The roles played by headmasters and inspectors in recruitment can be explained. Advertised vacancies are supposed to be the major vehicle for recruiting and appointing teachers and headmasters to vacant positions. However, the system of granting tenure is not working as well as intended, hence a great number of positions have to be filled on an acting basis. This is when the opinions of headmasters and inspectors play important roles. Their roles put them in influential positions and affect the acting appointment decisions.

The inspector is seen as the most influential person affecting career development by all role groups. This is easy to explain. Since the inspector is the senior professional officer of a province, he is involved in decisions concerning which teachers should be given eligibility, thus

Table 18

Percentage Distribution of Respondents by Identification and Recruitment Factors by Role

Factor	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Identification				
Executive assessment workshop	11.1	22.6	56.0	25.5
Good personal report	86.1	95.2	80.0	90.3
Inservice course attendance	33.3	32.1	36.0	33.1
Personal contact with headmaster	16.7	17.9	4.0	15.2
Personal contact with Ministry of Education official	5.6	7.1	12.0	7.6
Other means	13.9	7.1	12.0	9.7
Recruitment				
Initiative of my school headmaster	38.9	26.6	--	27.5
Initiative of other school headmaster	5.6	8.3	--	7.5
Initiative of Ministry of Education official	47.2	32.1	--	36.7
Advertised vacancies	38.9	48.8	--	45.8
Channels for expressing interest in promotion	22.3	28.6	--	26.7
Other means	8.3	6.0	--	6.7
Initiative of my inspector	--	--	48.0	48.0
Initiative of Ministry of Education official	--	--	40.0	40.0
Advertised vacancies	--	--	28.0	28.0
Channels for expressing interest in promotion	--	--	16.0	16.0
Other means	--	--	12.0	12.0

Table 18 (Continued)

Factor	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Most Influential Person				
Deputy Headmaster	--	--	--	--
Headmaster	22.8	7.1	--	11.7
Inspector	48.6	62.0	--	58.3
Assistant Secretary of Education (Provincial)	8.6	21.4	--	17.5
Provincial Secretary	8.6	1.2	--	3.3
Provincial Ministry of Education	--	--	--	--
Premier	--	--	--	--
Spouse/relative	2.8	--	--	0.8
Others	8.6	8.3	--	8.3
Superintendent, Inspections	--	--	37.5	37.5
Headmaster	--	--	4.2	4.2
Inspector	--	--	45.8	45.8
Assistant Secretary of State (Provincial)	--	--	4.2	4.2
Provincial Secretary	--	--	--	--
Provincial Minister of Education	--	--	--	--
Premier	--	--	--	--
Spouse/relative	--	--	4.2	4.2
Others	--	--	4.2	4.2

paving the way for tenured positions, which teachers should be given unsatisfactory reports, resulting in demotion, and which teachers should be given acting promotional appointments, including appointments as inspectors.

Identification and Recruitment Factors by Work Sector

The distribution of respondents by identification and recruitment factors by work sector is presented in Table 19. Among the community school, and high school deputy headmasters and headmasters, and high school inspectors, more than 80.0% claimed that 'good personal report' helped identify them for promotion. Community school inspectors, however, attributed their identification to three methods: 'good personal report' (76.9%), 'executive assessment workshop' (76.9%), and 'inservice course attendance' (53.8%).

Executive assessment workshops have been known to be very successful in identifying possible persons for promotions. In PNG, they have been used to identify potential administrators since the 1960s (Daloz, 1971). Yet not many, barring community school inspectors, were identified through this process. One explanation may be the cost factor. While executive assessment workshops may have been more regular in the years leading to political independence, financial constraints may have curtailed further workshops after independence.

The method of recruitment differed for each sector. The majority of the community school deputy headmasters and headmasters (59.5%) said 'advertised vacancies' helped recruit them for promotion. For high school deputy headmasters and headmasters, the majority (53.7%) checked the 'initiative of Ministry of Education official.' Among the inspectors, 75.0% of the high school inspectors said 'initiative of my inspector' helped in their recruitment, while the biggest group of community school inspectors (46.2%) checked the 'initiative of Ministry of Education official.'

By work sector, the inspector is seen to be the most influential person in the promotion to higher positions in the school system. In the case of community school inspectors, the

Table 19

Percentage Distribution of Respondents by Identification and Recruitment Factors by Work Sector

Factor	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Identification				
Executive assessment workshop	19.0	19.5	76.9	33.3
Good personal report	98.7	80.5	76.9	83.3
Inservice course attendance	36.7	24.4	53.8	16.7
Personal contact with headmaster	16.5	19.5	7.7	--
Personal contact with Ministry of Education official	3.8	12.2	--	25.0
Other means	5.1	17.1	--	25.0
Recruitment				
Initiative of my school headmaster	27.8	26.8	--	--
Initiative of other school headmaster	10.1	2.4	--	--
Initiative of Ministry of Education official	27.8	53.7	--	--
Advertised vacancies	59.5	19.5	--	--
Channels for expressing interest in promotion	26.6	26.8	--	--
Other means	3.8	12.2	--	--
Initiative of my inspector	--	--	23.1	75.0
Initiative of Ministry of Education official	--	--	46.2	33.0
Advertised vacancies	--	--	7.7	50.0
Channels for expressing interest in promotion	--	--	23.1	8.3
Other means	--	--	15.2	8.3

Table 19 (Continued)

Factor	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Most Influential				
Deputy headmaster	1.3	--	--	--
Headmaster	10.1	24.4	--	--
Inspector	54.4	41.5	--	--
Assistant Secretary of Education (Provincial)	16.5	9.8	--	--
Provincial Secretary	3.8	2.4	--	--
Provincial Minister of Education	--	--	--	--
Premier	--	--	--	--
Spouse/relative	8.9	7.3	--	--
Others	5.1	14.6	--	--
Superintendent, Inspections	--	--	64.2	27.3
Headmaster	--	--	--	9.1
Inspector	--	--	30.8	63.6
Assistant Secretary of Education (Provincial)	--	--	7.7	--
Provincial Secretary	--	--	--	--
Provincial Minister of Education	--	--	--	--
Premier	--	--	--	--
Spouse/relative	--	--	7.7	--
Others	--	--	7.7	--

superintendent, inspections, was the most influential position. The inspectors are the senior professional officers in their respective provinces.

Factors Affecting Promotion by Role

Twenty factors which were perceived to affect promotion were randomly listed. The respondents were asked to indicate on a 5 point scale the degree of influence each factor may have had on their promotion. Mean averages for each role and sector and for the whole group were calculated.

The rating of factors affecting promotion by role is presented in Table 20. For all roles, 'good personal report' is unanimously perceived as the most influential factor. Otherwise ratings by role varied for each role group.

Table 21 presents the top five factors for each role group. The deputy headmasters rated 'strong personality,' 'extracurricular work,' 'familiarity with new ideas,' and 'conformity with advisor's views' as the next four most influential factors. The headmasters thought 'length of teaching service,' 'extracurricular work,' 'willingness to serve anywhere,' and 'inservice course attendance' were the next four most influential factors. The inspectors, on the other hand, thought 'familiarity with new ideas,' 'willingness to serve anywhere,' 'participation in innovation,' and 'strong personality' were the other most influential factors.

This obvious differentiation may be attributed to the influences and requirements of each role. For example, the role of deputy headmaster in PNG requires 'strong personality' whereas promotion to the headmastership, most often in the community schools, is influenced a great deal by the 'length of teaching service.' Among the inspectors, 'familiarity with new ideas' is perceived to be an influential attribute to obtaining the inspectorship.

Factors Affecting Promotion by Work Sector

Table 22 presents the rating of factors affecting promotion by work sector. All sectors are unanimous in rating 'good personal report' as the most influential factor in promotion.

Table 20

Rating of Factors Affecting Promotion by Role

Factor	Deputy Headmasters	Headmasters	Inspectors	All Groups	Rank for All Groups
Being a university graduate	2.2	2.3	2.5	2.4	16
Being a subject specialist	3.4	2.7	2.8	2.9	14
Influential friends/relatives	2.3	2.2	1.4	2.1	18
Conformity with advisor's views	3.7	3.5	3.2	3.5	12
Good relations with superiors	3.1	3.7	3.7	3.5	11
Length of teaching service	3.5	3.9	3.4	3.7	6
Inservice course attendance	3.6	3.8	3.3	3.6	7
Extracurricular work	3.8	3.8	3.6	3.8	5
Familiarity with new ideas	3.7	3.7	4.0	3.8	4
Strong personality	4.0	3.7	3.9	3.8	2
Good personal report	4.1	4.3	4.6	4.3	1
Being male/female	2.5	2.8	1.9	2.5	15
Participation in innovation	3.6	3.4	4.0	3.6	8
Willingness to serve anywhere	3.6	3.8	4.0	3.8	3
Success of pupils in grades 6/10 exams	3.0	3.2	2.7	3.1	13
Active in professional associations	3.6	3.7	3.1	3.6	10
Being a national	2.4	2.4	1.7	2.3	17
Success in business outside teaching	1.9	1.5	1.1	1.5	19
Active in community	3.5	3.7	3.3	3.6	9
Being an expatriate	1.7	1.5	1.3	1.5	20

Table 21

Top Factors Affecting Promotion by Role

Rank	Deputy Headmasters	Headmasters	Inspectors
1	Good personal report	Good personal report	Good personal report
2	Strong personality	Length of teaching service	Familiarity with new ideas
3	Extracurricular work	Extracurricular work	Willingness to serve anywhere
4	Familiarity with new ideas	Willingness to serve anywhere	Participation in innovation
5	Conformity with advisor's views	Inservice course attendance	Strong personality

Table 22

Rating of Factors Affecting Promotion by Work Sector

Factor	Deputy Headmasters and Headmasters		Inspectors	
	Community School	High School	Community School	High School
Being a university graduate	2.1	2.7	2.2	2.8
Being a subject specialist	2.4	3.7	2.7	3.0
Influential friends/relatives	2.1	2.4	1.8	1.0
Conformity with advisor's views	3.6	3.5	3.7	2.7
Good relations with superiors	3.4	3.6	3.6	3.7
Length of teaching service	3.8	3.7	3.3	3.4
Inservice course attendance	4.0	3.2	4.0	2.5
Extracurricular work	3.8	3.9	3.9	3.2
Familiarity with new ideas	3.9	3.4	4.1	4.0
Strong personality	3.8	3.8	4.1	3.7
Good personal report	4.3	4.2	4.8	4.4
Being male/female	2.7	2.6	2.1	1.7
Participation in innovation	3.4	3.6	4.1	3.9
Willingness to serve anywhere	3.8	3.7	4.2	3.8
Success of pupils in grades 6/10 exams	3.3	2.9	3.2	2.2
Active in professional associations	3.9	3.2	3.9	2.3
Being a national	2.4	2.4	1.7	1.7
Success in business outside of teaching	1.6	1.6	1.1	1.1
Active in community	3.8	3.2	3.5	3.0
Being an expatriate	1.1	2.2	1.0	1.6

However, the opinions vary when deciding which five factors are most influential. One reason for these differences is the influence of the nature of the sector. For example, many community school deputy headmasters and headmasters do not possess a high degree of general or professional education prior to becoming teachers. The high rating of 'inservice course attendance' would indicate that inservice training resulted in attainment of higher qualifications, which helped them gain higher professional classification. The high school deputy headmasters and headmasters rated 'extracurricular work' as the second most influential factor. Most of the high schools are boarding institutions, and thus provide a wider range of extracurricular activities than the community schools. Involvement in these activities provide opportunities for high school teachers to prove their competence and, in doing so, get the attention of headmasters and inspectors.

Professional Satisfaction

Professional satisfaction includes the level of satisfaction the respondents had with their current positions, their careers to date, and future promotion prospects. The respondents were asked to indicate the level of satisfaction they had for each factor by checking the appropriate space.

Professional Satisfaction by Role

The distribution of respondents by professional satisfaction by role is presented in Table 23. In general, all of the groups are satisfied with their current positions and careers to date. The inspectors in particular are more satisfied than deputy headmasters or headmasters. This may be explained by the fact that the majority of the respondents have reached their current positions in a relatively short period of under 20 years, hence they must feel a sense of achievement and satisfaction.

The findings are different for future promotional prospects. Fifty percent of the deputy headmasters felt satisfied with their promotional prospects. Of the remainder, 41.7% were not

Table 23

Percentage Distribution of Respondents by Professional Satisfaction by Role

Satisfaction Level	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
With Current Position				
Very dissatisfied	2.8	7.1	--	4.8
Somewhat dissatisfied	16.7	4.8	--	6.9
Not sure	8.3	4.8	4.0	5.5
Somewhat satisfied	41.7	41.7	48.0	42.7
Very satisfied	30.6	38.1	48.0	37.9
Missing	--	3.6	--	2.1
With Career				
Very dissatisfied	8.3	1.2	--	2.7
Somewhat dissatisfied	16.7	8.3	4.0	9.6
Not sure	19.4	14.3	--	13.1
Somewhat satisfied	33.3	32.1	48.0	35.2
Very satisfied	22.2	36.9	48.0	35.2
Missing	--	7.1	--	4.1
Future Promotion Prospects				
Very dissatisfied	--	4.8	4.0	3.4
Somewhat dissatisfied	8.3	3.6	8.0	5.5
Not sure	41.7	41.7	44.0	42.1
Somewhat satisfied	25.0	22.6	28.0	24.1
Very satisfied	25.0	21.4	16.0	21.4
Missing	--	5.9	--	3.4

sure. Among the headmasters and inspectors, the biggest groups (41.7% and 44.0% respectively) felt they were not sure. Satisfaction with future promotion prospects declines as the status of the role increases. This is natural in that as persons achieve higher positions, their chances for further promotion diminish. Thus the deputy headmasters reported more satisfaction with future promotional chances than headmasters or inspectors.

Professional Satisfaction by Work Sector

The distribution of respondents by professional satisfaction by work sector is presented in Table 24. All sectors are satisfied with their current positions and careers to date. This satisfaction level increases with the level of the position. For example, high school inspectors who had the highest classification of E.O. 9 indicated the highest level of satisfaction whereas the community school deputy headmasters and headmasters, many of whom were on the lowest headmaster level of E.O. 2, registered the lowest satisfaction levels. Conversely, the community school deputy headmasters and headmasters registered the highest dissatisfaction level. Given that working conditions for community school deputy headmasters and headmasters are worse than their counterparts in high school or the inspectors, it is no wonder they are more dissatisfied.

Future promotion prospects differed by work sector. The majority of the community school deputy headmasters and headmasters are not sure or not satisfied. The majority of the high school inspectors are not sure of their future promotion prospects; the remainder are satisfied. Among the high school deputy headmasters and headmasters, the majority said they are satisfied with their future promotion prospects. It should not be a surprise that large numbers from each sector expressed uncertainty about future promotional prospects. The majority of the promotional positions within the education system outside of the roles surveyed in this study are occupied by other young Papua New Guineans who will be occupying these positions for many years to come. Thus, the number of promotional positions has plateaued with each sector, especially in the community school sector.

Table 24

Percentage Distribution of Respondents by Professional Satisfaction by Work Sector

Satisfaction Level	Deputy Headmasters and Headmasters		Inspectors	
	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
With Current Position				
Very dissatisfied	8.9	--	--	--
Somewhat dissatisfied	8.9	7.3	--	--
Not sure	6.3	4.9	7.7	--
Somewhat satisfied	44.3	36.6	46.2	50.0
Very satisfied	27.8	51.2	46.2	50.0
Missing	3.8	--	--	--
With Career				
Very dissatisfied	5.1	--	7.7	--
Somewhat dissatisfied	13.9	4.9	--	--
Not sure	15.2	17.1	--	--
Somewhat satisfied	34.2	29.3	46.2	50.0
Very satisfied	24.0	48.8	46.2	50.0
Missing	7.6	--	--	--
Future Promotion Prospects				
Very dissatisfied	5.0	--	7.7	--
Somewhat dissatisfied	7.6	--	15.4	--
Not sure	45.6	34.1	30.8	58.3
Somewhat satisfied	19.0	31.7	23.1	33.3
Very satisfied	19.0	29.3	23.1	8.3
Missing	3.8	4.9	--	--

Confidence in the System

In this section, confidence of the respondents in the fairness and effectiveness of the promotion system, school system, and the school headmasters is presented. The respondents were asked to indicate their level of confidence on a five point scale ranging from not at all confident to very confident.

Confidence in Fairness and Effectiveness by Role

The distribution of respondents by confidence by role is presented in Table 25. Among all the roles, the respondents are not overly confident in the promotion system. The degree of confidence in the promotion system increases with the status of position. That is, the inspectors have more confidence in the promotional system than headmasters. One explanation for such a difference is that inspectors and headmasters play influential roles in making recommendations for promotion and have already enjoyed promotion themselves. Consequently, they must feel more confident in the fairness and effectiveness of the promotion system. Another explanation is that there is very little difference between the roles in their years of professional experience. In the same length of time, the inspectors must feel a sense of achievement and express confidence in the system of promotion. The deputy headmasters on the other hand may feel unfairly done by.

The level of confidence in the school system also differs by role. The biggest group of deputy headmasters (47.2%) and headmasters (34.5%) expressed confidence in the school system. But the majority of the inspectors (52.0%) remained neutral. Overall, the respondents are not too confident in the school system. Many reasons may be proposed for this lack of confidence. One is the selection policies for grade seven. Very few spaces high school are available for grade 6 school leavers. Thus selection must take place. Each province has its own selection system. Consequently, the quality of students entering high school varies from province to province. In many cases, academically gifted children are denied access to high school.

Table 25

Percentage Distribution of Respondents by Confidence in Fairness and Effectiveness by Role

Confidence Level In	Deputy Headmasters (n = 36)	Headmasters (n = 84)	Inspectors (n = 25)	All Respondents (n = 145)
Promotion System				
Not confident	30.5	20.2	40.0	26.2
Neutral	41.7	33.3	20.0	33.1
Confident	25.0	36.9	40.0	34.5
Missing	2.8	9.5	--	6.2
School Syst[illegible]				
Not confident	41.7	25.0	4.0	25.5
Neutral	11.1	33.3	52.0	31.0
Confident	47.2	34.5	44.0	39.3
Missing	--	7.2	--	4.1
School Headmasters				
Not confident	27.8	26.2	20.0	25.5
Neutral	33.3	21.4	44.0	28.3
Confident	38.9	47.6	32.0	42.8
Missing	--	4.8	4.0	3.4

Moderate levels of confidence are expressed by all the respondents for the effectiveness of school headmasters. Even the school headmasters do not have too much confidence in themselves. It is puzzling to note that even though the inspectors have a lot of influence in headmaster appointments, they hold mixed views about their effectiveness. Perhaps this is in reference to many acting appointments made by the Provincial Education Boards, where the inspectors may have felt their professional advice was neglected, resulting in poor selection decisions.

Confidence in Fairness and Effectiveness by Work Sector

The distribution of respondents by confidence in fairness and effectiveness by work sector is presented in Table 26. Among the four groups, only high school inspectors have confidence in the fairness and effectiveness of the promotion system. The community school inspectors had no confidence in the promotion system. Generally, the high school sector expressed more confidence in the promotion system than community school sector. One explanation for community school deputy headmasters, headmasters and inspectors not having much confidence in the promotion system is that most of the large community schools, hence, higher levels of headmasterships and the majority of the deputy headmasterships, are located in the vicinity of urban areas. When making appointments, the rural teachers complain that they are not given fair chances. Appointments nearly always favour those who are serving in urban environments.

The opposite can be said about the confidence in the school system by sector. Only community school inspectors (69.2%) clearly expressed confidence in the fairness and effectiveness of the school system. Community school deputy headmasters and headmasters (41.8%) are the next largest sector showing confidence. Many reasons can be brought forth to explain such differences. One explanation is that the high school sector does not have confidence in the school system largely because of the poor quality of students they are enrolling from community schools.

Table 26

Percentage Distribution of Respondents by Confidence in Fairness and Effectiveness by Work Sector

	Deputy Headmasters and Headmasters		Inspectors	
Confidence Level In	Community School (n = 79)	High School (n = 41)	Community School (n = 13)	High School (n = 12)
Promotion System				
Not confident	25.3	19.5	61.5	16.7
Neutral	34.2	39.0	15.4	25.0
Confident	29.1	41.4	23.1	58.3
Missing	11.4	--	--	--
School System				
Not confident	25.3	39.0	--	8.3
Neutral	25.3	29.3	30.8	75.0
Confident	41.8	31.7	69.2	16.7
Missing	7.6	--	--	--
School Headmasters				
Not confident	20.2	26.8	30.8	16.7
Neutral	27.8	26.8	38.5	50.0
Confident	45.6	46.3	30.8	33.3
Missing	6.3	--	--	--

The respondents are also not overly confident in the effectiveness of the school headmasters. Fifty percent of the high school inspectors are undecided. In general though, deputy headmasters and headmasters have more confidence in the headmasters than have inspectors.

Summary

From the data presented in this chapter, the typical respondent is a male 30 to 50 years old, with a subsistence farming background. In their origins, only headmasters are representative of all regions of the country. Deputy headmasters come from either the Momase or southern regions, while the inspectors were mostly from the southern region.

The typical respondent attended community school and high school to grade 10 before entering teachers' colleges where the community school deputy headmasters, headmasters and inspectors earned college certificates, while the high school deputy headmasters, headmasters and inspectors earned college diplomas. The majority of the deputy headmasters and headmasters completed inservice type 2 course, and inspectors completed DES (Primary). The majority of the respondents also received additional training through the inservice courses, organized by headmasters.

The majority of the deputy headmasters and headmasters held professional classification of E.O. 3 and the majority of the inspectors held E.O. 6. The majority of the respondents held their positions on a non-tenured basis, and did not possess the eligibility rating to apply for and hold them on tenure.

Most of the deputy headmasters and headmasters had been in professional education for 11-15 years and had been in their present positions for under two years. Among the inspectors, the majority had been educators for 16-20 years and most had been in their present positions for three to four years. The greatest majority of the respondents agreed that 'good personal report' influenced their identification for promotion. But recruitment practices varied for each role. The deputy headmasters felt the 'initiative of Ministry of Education official' was the most common means of recruitment, whereas the headmasters felt that 'advertised vacancies' was the most common factor. The inspectors said they were recruited through the initiative of their inspector.

The person holding the position of inspector was perceived to be the most influential person in affecting promotion. In order to gain promotion, the aspiring teacher had to earn a good personal report from the inspector.

By and large, most of the respondents were satisfied with their present positions and careers to date, but were not sure of their future promotion chances. This is reflected in the lack of confidence in the promotion system shown by the majority of the respondents. The respondents were not overly confident in the school system and the effectiveness of the headmasters.

Chapter 5

PROMOTIONAL PRACTICES AND OUTCOMES

Promotion practices and outcomes are presented in five sections. In order to assist readers not familiar with the PNG education system and how it grants tenure, a brief explanation of the promotional practices is covered in section one. Section two presents the paths to the community school and high school headmasterships. The third section describes the mobility in the teaching force and its effect on promotion. The fourth section presents the relationship between demographic factors, and the major paths of accession. The final section presents the improvements suggested by the respondents.

School and Headmaster Classification

All schools, community or high schools, in the national education system are classified. The community school classification goes from Level 2 to Level 6, while the high schools are classed from Level 5 to Level 7. The level of the school is determined by the size of the enrolment which in turn determines the number of teachers and the classification of the headmastership, and subsequently the salary he should be paid. The larger the enrolment, the higher the level of school, hence the higher the headmastership level and the salary. The positions in all schools in the national education system are held either on a tenure (permanent) basis or on an acting basis.

To be able to win a position on tenure, the teacher or prospective headmaster must first gain what is known as an "Eligibility Rating" (Education, Department of, 1987). To obtain this, the officer applies to his school inspector to be inspected for a personal report. After the inspections, the inspector compiles a "Personal Report." This report is submitted to the "Ratings Conference" which compares all reports for the same level and rates them. Those who receive an eligibility rating then become eligible to apply for any position up to their eligibility level when level when the positions are advertised nationally. If they win a position, they are appointead to it on tenure and the position will not be advertised again. Having won a position at his eligibility level, he must occupy it at the beginning of the next school year. Taking up the position is important because it confirms his eligibility, allowing him to maintain it for the rest of his career. If he does not take up the position he has won, he forfeits it. If he does not win and take up a position at his eligibility level within two years, he loses this eligibility. To regain it, he must go through inspections again. If he wants to apply for higher positions than his confirmed eligibility level, he must once more go through the inspection system and gain a higher eligibility.

All positions not won on tenure through advertised vacancies are then taken up on an acting basis. Even if an officer holds eligibility to a position, he cannot be granted tenure because the position has not been won through advertised vacancies. Consequently, all these positions must be readvertised the following year until someone wins them. Thus an acting appointment is for only one year and may be renewed if no one wins the position in the following year. But if the position is won, the incumbent officer must vacate it for the winner. He thus becomes a pooled officer and will have to wait for acting appointments to be effected, provided that he has not won another position elsewhere.

The system of appointment varies slightly for each sector. In the high school sector, the Teaching Service Act, 1983, requires that the Boards of Governors (governing bodies of high schools) scrutinize all applications and make recommendations as to who should be appointed to each position. In making these recommendations, the Boards of Governors are required by the Teaching Service Commission Act to abide by a set of guidelines. These recommendations are then forwarded to Provincial Education Boards (PEB) which have the power to make the appointments. The PEBs ensure that the Boards of Governors have followed the guidelines. Being satisfied, the PEBs forward the recommendations to the Central Sorting Unit of the National Department of Education, which sorts all recommendations and confirms which position an applicant should be granted tenure to. It then publishes the results in a National

Education Gazette. Any position that is not won on tenure as well as other positions that become vacant subsequently are then filled on an acting basis. In this process, the Boards of Governors make recommendations to PEBs whose job will be to approve any such appointments. A similar system exists in the community school sector except that the Boards of Management (management bodies for community schools) are not involved. In this sector, the recommendations on appointments are made by the community school inspectors.

The Promotion Routes to the Headmastership

The analyses hitherto have been of cross sections of headmasters and inspectors used in the study. Since the interest was in promotion, this survey looked at the current headmasters and inspectors in the sample and tried to unravel the promotional routes by which they had achieved their headmasterships. How many had been deputy headmasters? How many had been senior teachers, subjectmasters, senior subjectmasters, and for how long? How many had held senior posts in the Ministry? How many had bypassed one or more levels in their ascent to headmastership? What level of headmastership is attained first?

The problem for this analysis is that there are variations in designations for community school teachers and high school teachers. This is complicated further by the structure of promotional positions in each type of school. For example, in high schools, a subjectmaster is designed as E.O. 2, whereas in community schools a senior teacher or headmaster of a small school is designated as E.O. 2. Similarly, a senior subjectmaster or deputy headmaster of a Level 5 high school is designated as E.O. 3, whereas in community schools, a deputy headmaster or headmaster of a middle size school is designated as E.O. 3.

Since teachers in community schools with E.O. 2 eligibility can apply for senior teacher and/or headmaster of a very small community school, it is possible for a teacher to be a headmaster in a small school and then transfer to a larger school and become a senior teacher. Similarly, teachers with E.O. 3 eligibility level in community schools can be appointed as headmasters in medium size schools, or deputy headmasters in large community schools. In high schools, teachers with E.O. 3 eligibility level can be appointed as senior subjectmaster in Level 6 and 7 high schools or deputy headmasters in Level 5 schools. Thus it is possible for teachers to change roles without losing their eligibility levels. All these bring about the question of status and promotion. Which position has more authority, hence, status?

Notwithstanding these complications, in order to maintain a reasonable degree of complexity, the following analysis will focus on the three positions of primary interest: teacher, deputy headmaster, and headmaster.

Community School Headmasters

Seventy one community school headmasters and inspectors completed the relevant sections of the questionnaires. In Figure 2, the routes travelled by the community school headmasters are shown. A more detailed description of the accession routes is shown in Appendix E.

It is uncommon for teachers to serve as deputy headmasters before assuming headmastership. The most common path is to assume it from the position of teacher. Nearly 97.2% reached the headmastership through this path. Only one person served in all positions in the community school hierarchy before assuming the headmastership. One graduate landed the headmastership in his first appointment.

More than half (56.3%) of the headmasters assumed a Level 2 headmastership, and 43% assumed a Level 3 headmastership in their first headmastership.

There are many variations within the major path--teacher-headmaster (as in Appendix E). Thirty one out of 69 (44.9%) did not serve in the position of senior teacher. Of these, 28 (90.3%) assumed a Level 2 headmastership while three (9.7%) assumed a Level 3 headmastership. Thirty seven (53.6%) served as senior teachers before assuming the headmastership. Among this group, 11 (29.7%) assumed a Level 2 headmastership, while the majority, 26 (70.3%), assumed a Level 3 headmastership. One headmaster (1.4%) did not serve

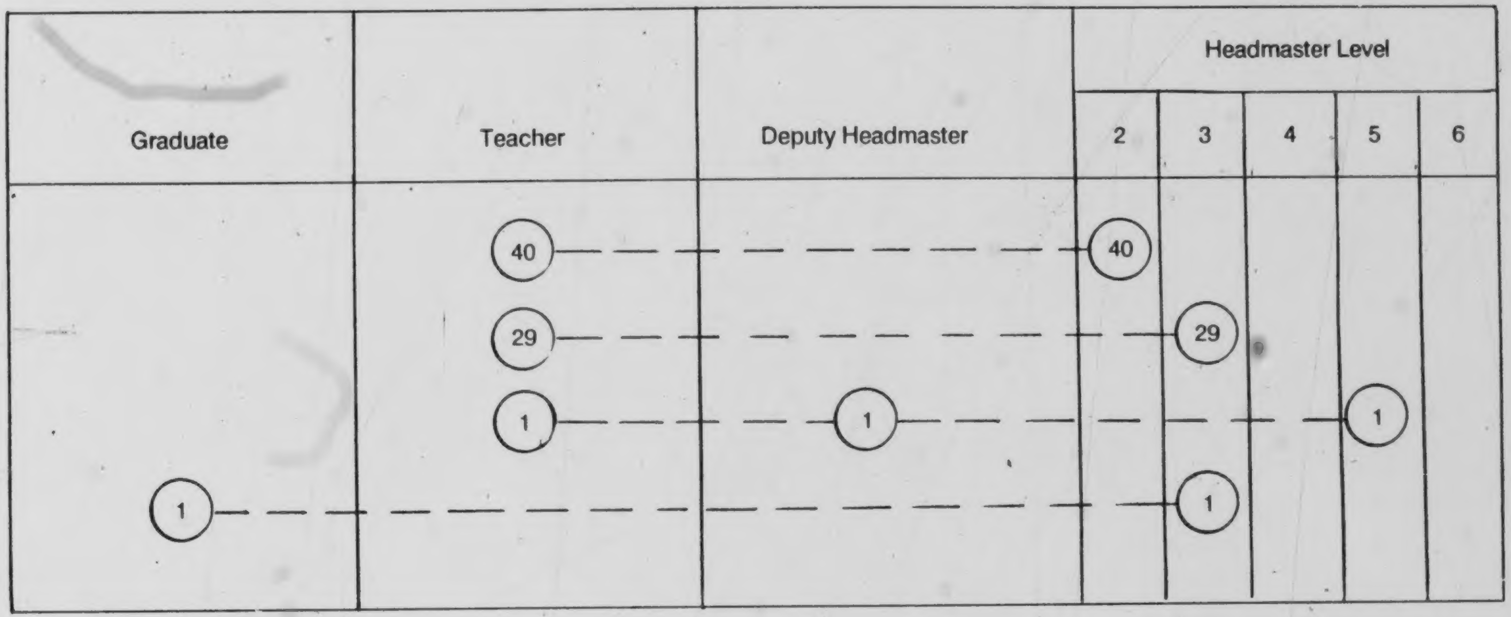
Graduate
Teacher
Deputy Headmaster
Headmaster Level
2
3
4
5
6
40
40
29
29
1
1
1
1
1

Figure 2

Routes in the Promotion of Community School Headmasters as a teacher prior to assuming a senior teacher position. He also assumed a Level 2 headmastership.

For four of the headmasters going through the major path, accession was in an up/down fashion (see Appenadix E). The headmasters gained a senior teacher position only to lose it and bypass or regain it on the way to the headmastership.

It is not surprising to note that nearly everyone bypassed the deputy headmastership. This is undoubtedly due to the structure of positions and levels of schools in the community schools. Deputy headmasterships, at Level 3, are only created in schools with Level 5 or 6 classification, and there are very few of them. Consequently, there are very few deputy headmasterships in the community schools. Secondly, the lowest level of headmastership is at Level 2, and together with Level 3 headmasterships, they constitute the majority of the headmasterships. Hence it is more normal for a community school teacher to assume the headmastership without experiencing deputy headmastership.

High School Headmasters

Twenty nine high school headmasters and high school inspectors completed the relevant questionnaire. Their experiences were used to map out the routes the headmasters travelled to their first headmastership. The routes are presented in Figure 3.

Of the 29 headmasters, 19 (or 65.5%) reached the headmastership from the position of deputy headmaster. Eight headmasters (27.6%) reached it from the position of teacher, and two (6.9%) reached it from senior positions in the Ministry. In terms of the level of headmastership, 18 (62.1%) assumed a Level 6 headmastership, while seven (24.1%) assumed a Level 5 headmastership, and four (13.8%) a Level 7 headmastership.

The high school headmasters bypassed certain positions in the high school hierarchy on their way to the headmastership. (A detailed picture of the accession routes is shown in Appendix E.) The more rational approach would be for each headmaster to have experience in each position and prove his competency before assuming his first headmastership. But only five

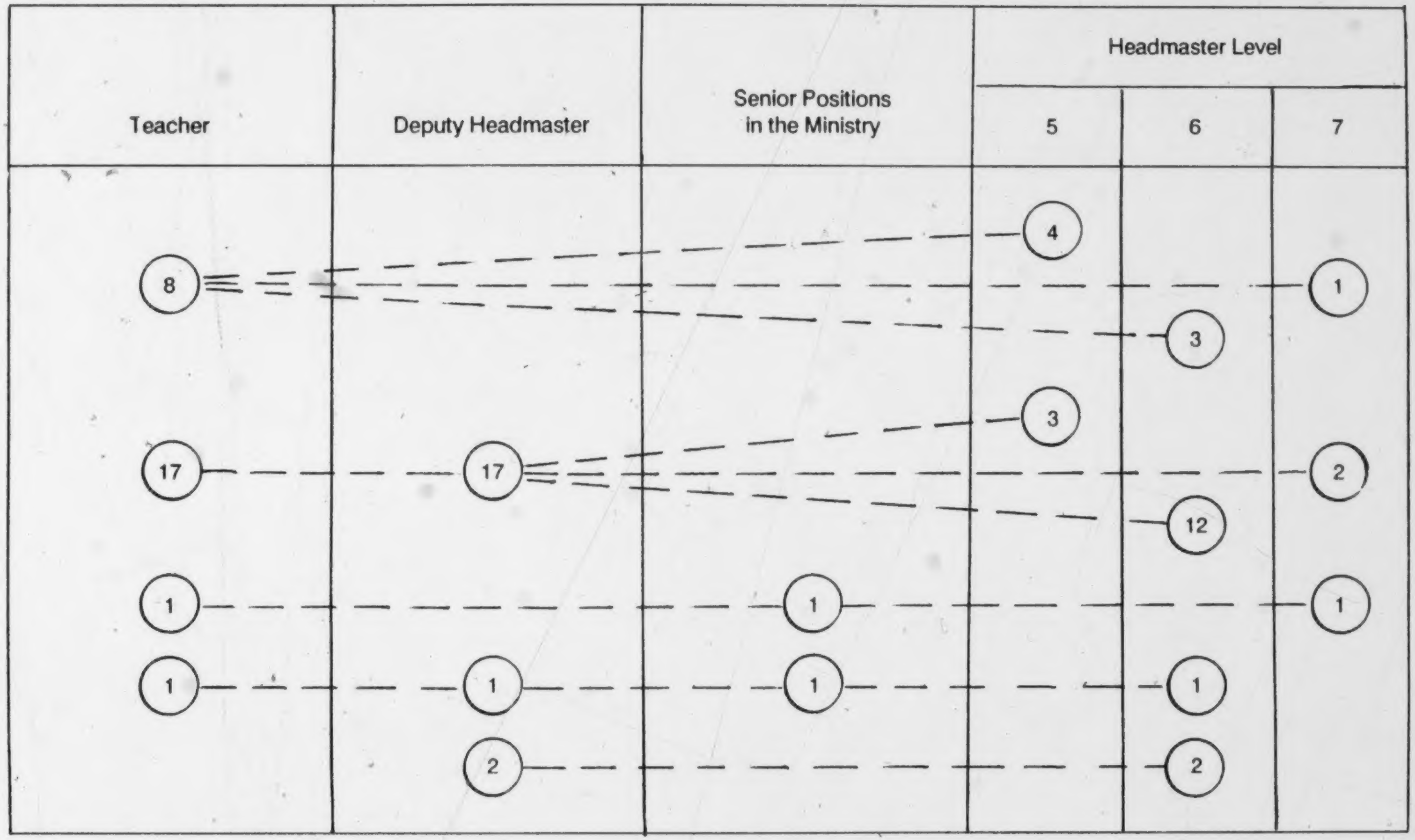
Teacher
Deputy Headmaster
Senior Positions in the Ministry
Headmaster Level
5
6
7
8
4
1
3
17
3
17
2
12
1
1
1
1
1
1
1
2
2

Figure 3

Routes in the Promotion of High School Headmasters of the 29 (17.2%) headmasters did so. Three of these did not ascend the positions in a strict upward fashion.

Two of the routes: teacher-headmaster; and teacher-deputy headmaster-headmaster can be taken as major paths. Within these two paths, there are many variations (see Appenadix E). Headmasters bypassed certain positions as teachers. The position of senior subjectmaster was bypassed by 19 (65.5%) of the 29 headmasters. The position of subjectmaster was bypassed by 10 (34.5%) of the headmasters, while the position of deputy headmaster was bypassed by 9 (31.0%) headmasters. Only three headmasters (10.3%) managed to escape the position of assistant teacher. They were all expatriates and may have served as teachers in their own countries prior to serving in PNG.

Four of the headmasters (18.3%) had idiosyncratic routes, not representing a natural progression of positions, but having skips and reversals.

Mobility in the Teaching Force

The PNG teaching force is unusually mobile. This is reflected in Table 14 (p. 54), which indicates that nearly 60% of the positions are occupied on a non-tenured basis. Of all the positions in the teaching service, over 50% are advertised annually. This situation creates movement of teachers within the force and out of the force. Mobility within the service can be attributed to one of the following: change in school; that is, a teacher maintains the same position at the same level, but moves to a different school; change in level only, whereby a teacher remains in the same school, same position, but changes in substantive level; change in position and level of a teacher within the same school; change in position and school, but at the same level; change in school and level but in the same position; and change in position, level and school.

Mobility among the teachers is greater in the early years, but as they gain higher positions at tenure, mobility diminishes. Factors resulting in mobility vary according to the type of school. In the community schools, teachers may have to change school without change in position because someone has won their position on a tenured basis. This pattern continues in a diminishing fashion through to about the seventh change of school. The second major cause of mobility is that teachers may change schools in order to advance their position levels.

In high schools, mobility may result from a teacher winning a promotion in his present school, or in another school, or he may merely take up a position at his present level in another school. These remain consistent in a diminishing proportion until they acquire tenure at deputy headmastership or headmastership when they settle down.

Mobility and Promotion

It can be argued that mobility in the teaching force is caused in part by teachers' search for promotional opportunities. A close scrutiny of the careers of the respondents in this study tends to support this argument.

Among the community school deputy headmasters and headmasters, change in school occurred frequently. Very few won their first promotion in the first school they served in. The great majority won their first promotion in the second, third or fourth schools--most often in the third. Most headmasters won their first headmastership in their second, third or fifth schools. This movement from school to school resulted in more than 50% of the community school deputy headmasters and headmasters returning to a school they had previously served in and in more than 64% of these cases, a promotion was involved.

Among the high school deputy headmasters and headmasters, the great majority won their first promotion in their first or second schools. Most headmasters won their first headmastership in their second or fourth schools. Many won their first headmastership in their first school. In the majority of these cases, the respondents were expatriates. Very few of the high school deputy headmasters and headmasters returned to a school previously served in.

One explanation for the discrepancy in the way community school deputy headmasters and headmasters and high school deputy headmasters and headmasters win their first promotion is that the majority of the community schools are Level 2 or 3 schools, with very few teachers, hence very few promotional positions. Consequently the teachers had to change schools to win their first promotion. The high schools, on the other hand, are larger with more promotional positions. Consequently, teachers have more opportunities to win their first promotion in their first or subsequent schools.

Relationship Between Demographic Factors and Paths of Accession

The purpose of this section is to identify the relationship between demographic factors and the major paths of accession to the headmastership. The demographic factors include the regional, educational and professional training backgrounds, professional experience prior to the first headmastership, the length of time in the first headmastership, and whether the headmasters access the inspectorship or not. The relationship between the demographic factors and paths of accession are discussed separately for community school headmasters and high school headmasters.

Community School Headmastership

The community school headmastership was accessed through two major paths: teacher-headmastership at Level 2 and teacher-headmastership at Level 3. The demographic factors of each path are presented hereafter.

Teacher-headmastership Level 2. The most common path--teacher-headmaster Level 2--occurred most often in the three coastal regions and most of these headmasters were born in the same three regions. The headmasters attended community and high school to grade 10, then entered teacher training colleges where they earned college certificates. As teachers, they attended the inservice college for a type 2 course, and also participated in supervisory workshops at provincial levels. The headmasters took between one to five years, changing schools two to five times, to assume their first headmastership at Level 2, and remained at it for one to two years before moving on to another headmastership. The headmasters on this route served an average of 11 to 20 years as professional educators. Sixty nine percent of the community school inspectors accessed the inspectorship through this path.

Teacher-headmastership Level 3. This path occurred quite uniformly throughout the country, with headmasters coming from all the regions. The headmasters attended community and high school to grade 10 then went on to teacher training colleges where they earned college certificates. As teachers, they attended the inservice college for a type 2 course, and also participated in supervisory workshops organized provincially. They took seven to eight years, changing school four to six times to assume their first headmastership, and remained in it for only one year before moving on to a new headmastership. The biggest group (45%) served a total of 16 to 20 years as professional educators. None of these headmasters assumed community school inspectorship.

High School Headmastership

Two major paths were travelled to assume the high school headmastership as in Figure 3 (page 86). First was teacher-headmaster (27.6%) and teacher-deputy headmaster-headmaster (58.6%). The expatriate headmasters tended to follow different paths, hence are presented separately.

Teacher-deputy headmaster-headmaster. Of the two major paths, this was the most common path and occurred uniformly throughout the country. Seventeen (58.6%) of the headmasters assumed the headmastership through it. Of these, 29.4% were born in the southern region, 23.5% in the highlands region, and 23.5% in the New Guinea Islands region. The other 23.5% were expatriates. None were from the Momase region. The indigenous PNG headmasters attended community school and high school where 76.9% completed grade 10 and 23.1% completed grade 12 before entering the Goroka Teachers College where they earned college diplomas. Through inservice course attendance, three (23.1%) completed university degrees. The majority of them (53.8%) received further training through associateship schemes.

It took them seven to ten years, changing school at least five times to assume their first high school headmastership, and they remained in it for two years before moving on to another headmastership which was for most a higher level headmastership. The headmasters on this path averaged 13 to 16 years as professional educators. Five of the inspectors (41.7%) (all indigenous Papua New Guineans) assumed the inspectorship through this path.

Teacher-headmaster. This path also occurred uniformly throughout the country. Of the eight headmasters who went through this path, five (62.5%) were expatriates and three (37.5%) were indigenous Papua New Guineans. Two of the Papua New Guineans were born in Momase and the third in the New Guinea Islands region. The headmasters attended community school and high school to grade 12, then entered teacher training institutions. The expatriate headmasters earned university degrees while the indigenous Papua New Guineans earned college diplomas. Four of the headmasters, two of them expatriates, received further training through supervisory workshops. The indigenous Papua New Guineans took about ten years, changing schools four to five times, to assume the headmastership, and had been professional educators for 11 years. The expatriates took three to five years, changing school twice to assume it, and had been professional educators for over 20 years. Two of the expatriates on this path went on to be high school inspectors.

Expatriate Officers

Twelve (or 41.3%) of the sample of 29 used in tracing paths to the high school headmastership are expatriate officers. The purpose of this section is to determine whether or not they were promoted in similar fashion as their national counterparts. Did they serve similar lengths of time in the various positions before assuming the headmastership?

Only one expatriate, a Philippino, was promoted to the headmastership through a route travelled by nationals. In all other cases, the expatriates had somewhat different promotional routes. Three of the expatriates escaped the assistant teacher position. Two of these officers commenced their service in the PNG system at the deputy headmaster level. Those who served in assistant teacher positions served an average of three years before gaining their first promotion. In three cases, the expatriates bypassed the middle tiers of the school hierarchy by moving directly from assistant teacher to headmaster. In general, expatriates do not have preservice or inservice training for the role of headmastership, but they were better educated.

Consistency of Promotional Practices with Official Policies

The community school inspectors and high school inspectors were asked to comment on "the extent to which promotion practices through the ranks from teaching to headmastership to senior positions in the Ministry of Education are consistent with official policies." Their comments are summarized below.

The inspectors generally agreed that promotion practices from teaching to headmastership based on eligibility ratings and appointments to vacant positions advertised in the Education Gazette do follow official policies. However, when it comes to making acting appointments and promotion of teachers to inspectorship and other senior positions in the Ministry, they felt the authorities do not usually follow official policies.

Provincial Education Boards (PEB), in consultation with the Boards of Management or Boards of Governors, are responsible for making acting appointments. Many inspectors feel that PEBs often ignore professional advice on suitability of the persons being appointed to promotional positions. They claim that appointments are often done on 'who you know' basis. The situation is very well summarized by comments of one of the inspectors who said: "Promotion from teacher to headmastership. Yes. However, there is a total lack of procedure [for promotions] to inspector, senior inspector, assistant secretary and other public service positions."

Improvements in the Promotion System

The participants in this survey were asked to suggest improvements they would like to see in the promotion system. Comments were received from deputy headmasters, headmasters and inspectors. These comments were processed and categorized into nine major categories, each of which is summarized below.

Favouritism in Promotion

This factor did not appear as a major influence in the questionnaire, however, in an open ended question inviting suggestions for improvement, the majority of the participants who responded expressed dissatisfaction in the practice of favouritism in promotion. The practice of favouritism is perceived to take place on four bases. First, positions are often given to those on the basis of 'whom I know,' whereby persons who are responsible for promotion decisions are seen to favour those teachers and headmasters they are friendly with. The second is that of political affiliation. Many respondents commented that the political party in power often ensured those persons who are affiliated with it got the promotions. Hence the teachers and headmasters complained that 'promotion goes to those people who are there at the right time with the right people.' The third type of favouritism involves appointments favouring regional or provincial identity. The preference is given to officers from one's own province or region, regardless of professional ability. Finally, many high school deputy headmasters, headmasters and inspectors commented about the promotions based on skin colour. Generally the 'white' expatriates are seen to be promoted more rapidly than the non-white expatriates or the Papua New Guineans, in the high school sector. This perception is fueled by two facts. First is that 50% of the secondary inspectors who are involved in effecting promotions are white expatriates. The second factor is that there is a colonial legacy: 'the white man knows better.' Thus even the Papua New Guineans involved in making promotional decisions tend to be influenced by this mentality.

The respondents claim that this practice of favouritism is resulting in jobs being taken by headmasters and others without professional qualifications or experience which, in turn, denies more qualified and capable headmasters and other administrators promotion to higher positions. One inspector's comment quoted below probably summarizes the outcomes of promotions based on favouritism: "The system [of promotion] is not properly scrutinized, which often leads to small boys doing big men's jobs."

Criteria for Promotion

Nearly all the respondents suggested criteria that should be used to make effective promotion decisions: experience, academic and professional qualifications, good personal report, and passing of competency tests.

The teachers should serve for a set number of years before becoming eligible for promotion. The current practice allows very young and inexperienced teachers to be promoted before they are capable of carrying out the responsibilities. The headmasters suggest that teachers should serve for at least six years before winning their first promotion, and subsequent promotions should be effected after four years in a previous position. This would provide the necessary time for them to master skills, prove their abilities and demonstrate quality professional experience necessary for promotion.

Minimum academic and professional qualifications should be set for each level of promotional position, and teachers should satisfy these requirements before being eligible. Suitable inservice courses for promotion purposes should be established and teachers and headmasters should be encouraged to complete the required course(s). The respondents saw this as important in that the practice would bring about the possibility of headmasterships being occupied by headmasters who are academically and professionally trained.

Good personal report is also suggested as a criterion for promotion. This survey has already highlighted this to be the most influential factor (see Table 21, p. 68). But what is proposed here is that rather than an inspector's report, which many times does not incorporate reports from other supervisory officers, and which is based on two advisory visits in one year, forming the basis for judgement, the personal reports from senior teachers, deputy headmasters and headmasters should be used as well. The personal report should be a result of two years of inspections, presenting a balanced and objective overview of a person's academic and professional qualifications, the length and the quality of professional experience.

The fourth recommendation by the respondents is that psychological and professional tests should be given to all persons seeking promotion to the headmastership. These would determine the person's aptitudes and competency to perform satisfactorily as a headmaster. One immediate advantage of this criterion would be to minimise promotion of teachers beyond their capability.

Together, the above would improve the quality of teachers promoted to the headmastership, hence the schools and indeed the system of education would benefit.

Inspectors and Inspections

The respondents made many suggestions for improving the inspection system. First, all inspectors should be required to hold an undergraduate university degree. Their professional education, apart from teacher training, should also include supervisory skills, writing skills and management skills. These experiences would provide the professional skills and knowledge necessary for successful inspectorships.

In order to give sufficient advice to the school staff, inspectors should have a fewer number of schools and teachers to supervise on a regular basis each year. To accomplish this, more inspectorates should be created in each province.

The regularity of inspections for each teacher is also important. Inspections should be compulsory for every teacher, every four years to ensure teachers and headmasters do not lag behind in their professional endeavour. Those in promotional positions should be inspected more often. The inspection report should not be compiled until at least three advisory visits have been made, to assure reliable assessment. A team-inspection arrangement visit is recommended. Team visits would reduce the criticisms of favouritism, especially in the case of promotion to senior positions.

Maintenance of Eligibility Level

There is a great deal of discontentment regarding the length of time the teachers and headmasters are allowed to maintain their eligibility. The current system allows teachers to maintain the eligibility level obtained through the inspection system for only two years, unless promoted to a position at that level. Often the teachers cannot secure a promotional position at their eligibility level because of the system's failure to place them. Eligibility should not be lost due to this. Two suggestions were made to improve this situation. First, the length of time granted for maintaining eligibility should be increased to give the teachers every opportunity to gain a promotional position. Second, eligibility to each level should be granted in proportion to the number of vacancies available at that level.

Identification for Promotion

Inspectors are seen to be the major avenue through which teachers are identified for promotion to headmaster. The headmasters do not see this as effective enough. The identification process should also involve school headmasters, since they are closest to the teachers. Identification for promotion to the headmastership should be accomplished through a combination of inspection report, executive assessment workshops, and completion of inservice courses.

Equity

Equity in promotion to the headmastership is a matter of great concern to the headmasters. First, females are under-represented relative to their number in the teaching force. It is felt that females are not given the same opportunities as their male counterparts. In the case of husband and wife teachers, husbands are given first preference. Women should be treated as professionally equal and given equal opportunity.

Headmasters in remote schools, feel that they are not given equal opportunities as those in more accessible schools. This should not be the case. The system should develop mechanisms for equalizing opportunity between rural and urban areas, males and females.

Training

One inspector's comments provide the opening statement for this subsection: "Emphasize training before promotion is granted." Preservice training of all teachers should be to the diploma level as is the case for high school teachers. Preservice training for community school teachers, currently of two years' duration, should be increased to three years. Course content should include such topics as programming and, more importantly, education law to provide teachers with an understanding of their role and legal responsibility.

Inservice training should be emphasized before promotion. Suitable inservice courses and seminars should be organized provincially and nationally. Courses and workshops in educational administration and supervision should be organized for teachers pursuing deputy headmasterships or headmasterships. The training institutions of Goroka Teachers' College (for high school teachers) and Port Moresby Inservice College (for community school teachers) should be more accessible to the teachers than as is the case now.

Headmasters are responsible for inservice training at their schools, but many do not have the necessary training or experience to provide this service as shown by the following comment from a community school headmaster: "Very little training is given to base level teachers to prepare them for promotion. This is because headmasters do not bother to train them. When I got promoted to the headmastership, I did not know what to do."

The above comment is true for high school headmasters as well. Promotions to the headmastership are most often based on good classroom performance, which deals with children. The headmaster is required to deal with adults, who may be as well trained as he. Consequently, classroom approaches no longer suffice. Hence, it is vital that new headmasters receive some kind of training to prepare them for this role.

Another reason for headmasters not providing effective inservice training might be lack of time. The headmaster is required to carry out classroom teaching duties, as well as perform as the chief executive of the school. The latter role involves a great number of functions which demand time and effort, limiting his potential as teacher trainer.

More Promotional Positions

The number of promotional positions in the school system diminishes rapidly with level. This often results in teachers leaving the system. The headmasters and inspectors suggest that one way of encouraging teachers to stay in the profession is to create more promotional positions and improve existing ones. In high schools, the number of subjectmaster and senior subjectmaster positions should be increased to provide a subject head for every subject in each school. The position of deputy headmaster should be two steps below the level of the school. For example, the deputy headmaster of a Level 7 school should be designated as Level 5, and not Level 4 as is presently the case.

In the community school sector, the number of Level 4, 5 and 6 headmasterships should be increased, thereby increasing the number of senior teacher and deputy headmaster positions. These improvements, together with an emphasis on academic and professional education, would bring about badly needed improvements in the quality of headmasterships in community schools.

Abolish Present System of Obtaining Tenure

The present system of obtaining tenure to a position involves applying for personal inspection to gain eligibility to apply for a higher level. Once eligibility is gained, the officer has two years in which to apply and secure a position at that level. Failure means going through the process all over again. The respondents feel that this system is cumbersome and costly, resulting in an unusually large number of positions being occupied on an acting basis, creating unusual mobility in the teaching service. A better alternative might be to make all positions open to all members of the teaching force to compete for openly without first having to gain eligibility. Inspection reports could be used by applicants as reference for their suitability.

Summary

Promotion in the PNG teaching service is achieved through gaining an eligibility rating and applying and winning a position which grants tenure, or through acting appointments which are temporary, and need to be renewed each year. Promotional paths are different for the community school and high school sectors. The majority of the community school headmasters do not serve as deputy headmasters before assuming the headmastership, whereas in the high school sector, it is almost a norm. For both sectors, there are many individualized promotional routes.

The mobility in the teaching force partially results from displaced non-tenured teachers changing schools and/or positions, or tenured teachers who leave their positions in search of more favourable positions. For many this mobility has resulted in promotion.

Two major paths for accessing the community school headmastership were identified. For each path, nearly all demographic factors, except formal education, varied. Among the high school headmasters' routes, two were identified as major paths. Of these, teacher-deputy headmaster-headmaster was travelled mainly by indigenous headmasters, while the teacher-headmaster path was travelled mainly by expatriates.

Inspectors generally agree that tenured promotional practices up to the level of headmaster followed established policies. However, when making non-tenured appointments for vacancies not secured on tenure, or appointments to higher positions within the Ministry, they claim that official policies are not followed.

Many suggestions for improvement were made. The respondents feel that the existing system encourages favouritism and should therefore be changed. Criteria for promotions should include quality professional experience, minimum academic and professional qualifications, good personal report and successful performance in psychological and professional tests. Inspectors' qualifications and practices should be improved. The eligibility level gained through the inspections should be used to confirm one's new substantive level. In order to accurately identify possible promotees, more avenues, including successful completion of inservice courses and executive assessment workshops should be used.

Equity is a matter of concern. Female participation in leadership should be encouraged, and rural headmasters should be given a fair opportunity for higher headmasterships. Preservice and inservice training should be improved to help the headmasters carry out their roles better. More promotional positions should be created in the schools to encourage teachers to remain in teaching. And finally, the respondents suggest that the present system should be changed by opening all promotional positions to all teachers to compete for in an open market.

Chapter 6

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

A summary of the study, including a restatement of the research problem and the research methodology used and a review of the major findings are presented in section one of this chapter. In section two, conclusions drawn from the data are presented. The final section discusses the recommendations for change and further research.

Summary

Restatement of the Problem

This study examined the policies, practices, trends and issues pertaining to the identification, recruitment, placement and promotion of indigenous Papua New Guineans as headmasters.

Research Methodology

The major source of data was a mailed questionnaire. The sample included a cross section of deputy headmasters and headmasters from community and high schools, and all community school senior inspectors and high school inspectors. Percentage frequency distributions were used to present the data.

A Review of the Findings

The findings are discussed under the major research problems.

Problem 1. What are the policies for identification, recruitment, training and placement of teachers as headmasters?

Problem 2. What are the policies for promotion of headmasters to higher levels of positions?

Problems 1 and 2 were answered together because they address similar concerns.

The Teaching Service Commission circulated to all appointing authorities a document titled "Procedures and Criteria for Making Appointments to Vacant Positions Advertized in the Education Gazette" (n.d.). This document laid out the procedures and criteria appointing authorities should follow when making tenure appointments based on eligibility ratings. But it does not cover policies for identification, recruitment, training, and placement of headmasters in non-tenured positions or higher positions.

The Department of Education in Port Moresby was requested through the Executive Development Committee, to provide the relevant departmental policies. Although the relevant officer promised to provide them, nothing was forthcoming. When recontacted, the request was passed on to the Teaching Service Commission, the body which governs the promotions through the advertised vacancies but no documentation was obtained from it either. Consequently, the questions could not be answered directly from the documents. It could be that the Department does not have a written policy which specifies criteria and procedures for promotion of headmasters to higher positions on an acting basis.

Problem 3. What are the actual routes of accession?

The career routes of all headmasters and inspectors who had served as headmasters in community schools or high schools were scrutinized to map out accession paths.

Among the sample of 71 community school headmasters, four paths were traced: teacher-headmaster Level 2; teacher-headmaster Level 3; teacher-deputy headmaster-headmaster Level 5; and college graduate-headmaster Level 3. It is uncommon for headmasters to serve in each hierarchical position before assuming the headmastership, whereas it is common for headmasters to bypass the position of deputy headmaster. This is caused, in part, by the structure of positions in community schools.

Among the sample of 29 high school headmasters, five paths were traced: teacher-headmaster; teacher-deputy headmaster-headmaster; teacher-senior position in the Ministry-headmaster; teacher-deputy headmaster-senior position in the Ministry-headmaster; and deputy headmaster-headmaster. It is common for the high school headmastership to be accessed from the position of deputy headmaster.

The expatriates generally travelled different routes to headmastership from their indigenous counterparts.

Problem 4. What are the demographic and academic backgrounds of headmasters by major paths of accession?

Community Schools

Teacher-headmaster Level 2. This path occurred most often in the three coastal regions and most of these headmasters were born there. The headmasters attended community school and high school to grade 10, then entered teacher training colleges where they earned college certificates. They attended the inservice college for a type 2 course, and also participated in supervisory workshops at the provincial level.

Teacher-headmaster Level 3. This path occurred quite uniformly throughout the country, with headmasters coming from all the regions. The headmasters attended community school and high school to grade 10, then entered teacher training colleges where they earned college certificates. They also attended the inservice college for type 2 courses, and participated in supervisory workshops at the provincial level.

High School

Teacher-deputy headmaster-headmaster. This path occurred quite uniformly throughout the country. The largest group of headmasters (29.4%) on this path were born in the southern region, while 23.5% each were born in Highlands and New Guinea Islands regions. Another 23.5% were expatriates. The majority of the indigenous PNG headmasters (76.6%) completed grade 10 and the other 23.1%, grade 12 before entering the Goroka Teachers' College where they earned college diplomas. Through inservice courses, three completed university degrees.

Teacher-headmaster. This path also occurred uniformly throughout the country, but most of the headmasters were expatriates. Three were indigenous PNG headmasters, two of whom were born in Momase region and one in New Guinea Islands. The headmasters completed grade 12 at high school, and expatriates went on to earn university degrees, whereas the indigenous Papua New Guineans earned college diplomas from Goroka Teachers' College.

Problem 5. What factors are perceived by deputy headmasters, headmasters, and inspectors as operational in influencing career paths?

Examination of individual questionnaires seems to suggest that the career path was influenced largely by serendipity. The timing of personal reports, completion of inservice courses, and availability of promotional positions determined the career path that a headmaster was put on. The persons occupying the position of inspector played influential roles in determining promotional paths.

Problem 6. What factors are perceived by deputy headmasters, headmasters, and inspectors as operational in identification, recruitment, placement and promotion?

One factor, 'good personal report' was unanimously agreed to by the three role groups as the most common factor that influenced careers. Other than that, the next four top factors varied for each role.

The deputy headmasters rated, in the order of most influence, strong personality, extracurricular work, familiarity with new ideas, and conformity with advisor's views as the most influential factors. The headmasters, on the other hand, said length of teaching service, extracurricular work, willingness to serve anywhere, and inservice course attendance were the next four most influential factors. The inspectors said familiarity with new ideas, willingness to serve anywhere, participation in innovation, and strong personality were the next four most influential factors.

Overall, the three roles did not rate 'influential friends/relatives' as an influential factor in affecting promotions. But from the comments made by the respondents, influential friends are seen as a major factor affecting promotion.

Problem 7. Are the perceived practices consistent with official policies?

This question could not be answered fully as not all official promotion policies were made available to the researcher. However, from the comments of inspectors, promotion practices from teaching to headmastership, based on eligibility ratings, did follow the official policies. But when it came to making acting headmaster appointments and promotions beyond headmastership, they felt the authorities did not usually follow official policies.

Many inspectors felt that the professional advice they gave was often ignored by PEBs, hence the teachers and headmasters who got the promotions were seen to be not qualified and unsuitable for the positions.

Problem 8. What are the outcomes of the established practices in terms of satisfaction and confidence?

Most deputy headmasters (72.3%), headmasters (79.8%) and inspectors (96.0%) (see Table 23, p. 71) said they were satisfied with their current position. As can be seen, the satisfaction level increased with the role and status of the positions. That is, inspectors were more satisfied than headmasters or deputy headmasters. In general, the majority of the respondents said they were satisfied with their careers to date, but the level of satisfaction varied greatly between the deputy headmasters (55.5%), headmasters (69.0%) and inspectors (96.0%) (Table 23, p. 71). In terms of future promotion prospects, the biggest number of deputy headmasters (41.7%), headmasters (41.7%) and inspectors (44.0%) said they were not sure (Table 23, p. 71).

These findings confirm that promotion prospects diminish as headmasters progress up the promotional ladder.

The deputy headmasters, headmasters, and inspectors were moderately confident in the fairness and effectiveness of the promotion system, school system, and headmasters. Many were not sure or not confident.

Problem 9. What relationships exist between demographic factors, paths of accession, perceptions of practices and outcomes?

Three demographic characteristics were similar for each role and path of accession. That is, more than 90% of each role were male, 79% of them were 30 to 50 years old, and 74.5% came from subsistence farming/fishing backgrounds.

By role, most deputy headmasters were born in either southern (33.3%) or Momase (33.3%) regions. The headmasters were born equally in all the regions. The biggest group of inspectors (48.0%) were born in the southern region (Table 6, p. 39).

Among the two major paths identified for promotion to community school headmastership, general education and teacher training backgrounds were similar for each path. Other relationships varied for each. Those community school headmasters who followed the teacher-headmaster Level 2 path took the shortest time to reach the headmastership, and were given further training through supervisory courses only. This path occurred most often in the coastal regions and most of these headmasters were born there. The headmasters who travelled the teacher-headmaster Level 3 path took the longest time to assume the headmastership. They received better preparation through attending type 2 courses, supervisory courses, and spending two years as senior teachers. All regions were represented on this path. Of the two paths, the one through teacher-headmaster Level 2 produced 68% of the community school inspectors. No inspector travelled the teacher-headmaster Level 3 path.

Among the high school headmasters, two major paths were identified. The most common path--teacher-deputy headmaster-headmaster--was travelled mainly by indigenous Papua New Guineans. The other--teacher-headmaster--was travelled mainly by expatriates. The latter was the most common accelerated path to the high school headmastership.

The outcomes of the promotional practices were often criticised. While the individual respondents felt their own promotion route was not influenced by favouritism, they claimed there was a great deal of promotion taking place through this practice.

Conclusions

Favouritism

The promotion system in the Papua New Guinea education system is characterized by complaints of favouritism. There is a very strong belief among the deputy headmasters, headmasters and inspectors that promotional opportunities are given on the basis of friendship rather than on merit. For the deputy headmasters and headmasters, this claim of favouritism applies in the promotion of teachers to the headmastership and inspectorship. The inspectors, on the other hand, complain of the irrational methods employed in making promotions beyond the inspectorship.

The deputy headmasters and headmasters voice dissatisfaction at the way the inspectors recommend teachers and headmasters for promotion. One major concern is the way new inspectors are recruited. The inspectors are perceived to decide who is a potential inspector, but the criteria they use for their decisions are not known to the general headmaster population, nor are the positions publicly advertised.

Inspector Training

Another problem that hinders the inspectors' effectiveness is the insufficient amount of academic and professional preparation for these roles. All high school inspectors are required to spend a period being associated with an experienced expatriate officer. But for the community school, there is no proper formal preparation, except learn on the job. Consequently, the headmasters perceive the inspectors to lack the skills, including the ability to write balanced objective reports, to carry out their tasks.

Headmaster Training

Headmasters by far are the main providers of inservice training to the teachers. But they may not have much opportunity to learn supervisory skills to carry out this function. Their preservice training as teachers does not prepare them for this and other roles they must perform as headmasters. Since there is very little preservice or inservice preparation for headmasters, their task is doubly difficult. Owing to these deficiencies, the inservice training provided by them may lack depth and quality. In some cases,however, especially in community schools, the headmasters do not provide inservice training. Thus, the newly promoted headmasters must feel their way through trial and error.

Teacher Inservice

The Port Moresby Inservice College was established to provide inservice training to the community school teaching force with the view to improving the standard of instruction given in the school and consequently improving the quality of general education received by the students. However, this college has remained inaccessible to the average community school teacher. Over the years, it has become elitist. It has become an academic institution, whereby academic performance seems to have taken precedence over professional training. The college seems to have forgotten the average teacher and is now concentrating on those teachers who are already senior teachers or headmasters. While this may not be a bad thing in itself, the neglect of base level teachers means the pool of potential headmasters will continue to be ill prepared. Hence, future headmasters will continue to be underprepared for more responsible roles they will be called upon to perform.

Women

Even though females constitute more than 33% of the teaching force, there are very few female headmasters and inspectors. In the high school sector in particular, there are no indigenous PNG female inspectors, and yet 25.9% of the high school teachers are indigenous PNG females (Education, Department of, 1987, p. 13).

Accessing the Headmastership

Three factors, good personal report, completion of inservice courses, and conformity with views of the superiors, stand out as most influential factors for career advancement. These factors are somewhat interrelated and influence each other.

Under the present system of education and the way it grants tenure promotions, a good personal report remains the vehicle through which headmasters get identified for appointment. Thus an ambitious teacher, interested in accessing the headmastership, should strive to earn a good personal report at whatever level he is being assessed. In order to actively pursue this result, the inspectee should establish clearly what the minimum performance standards are for his particular level of position. The inspection system has standards established which an inspectee can access. But fulfilling these standards may not be sufficient to provide a basis for a promotional report. Consequently, the inspectee should also involve himself in such areas as extracurricular activities, including involvement in the community. He should demonstrate a strong personality and a willingness to serve anywhere. These activities would enable him to demonstrate his ability and competency, and help get the attention of superiors, in particular the school inspector.

Attendance at and successful completion of inservice courses is another way of getting attention of superiors which may improve opportunities to access the headmastership. Inservice courses provide opportunities for one not only to obtain more knowledge, but also to try out and reinforce administrative ideas through sharing and discussing them with colleagues. Demonstration of ability with excellent performance may lead to promotion.

A good personal report and attendance at and completion of inservice courses can be complemented by conforming with superiors, especially one's headmaster and inspector. Persons occupying these positions are very influential in affecting promotion. A potential headmaster should maintain cordial relationships with them. He should demonstrate his openness to advice and, wherever possible, superiors' ideas should be incorporated and tried out. When disagreeing, one should use tact and politeness. Conformity with superiors is most important for establishing possible political contact which some day may become useful.

Recommendations for Change

Training should be taken as a serious endeavour to improve and upgrade the quality of persons entering or already serving in the teaching service. Preservice training for community schools should be upgraded to the diploma level and the minimum entry qualification should be upper passes in the core subjects of English, Mathematics, Science, and Social Science. Every effort should be made to attract grade 12 graduates.

This report notes and supports the Department's view of "continuing professional growth as a vehicle for improving efficiency and competency in managing the institutions" (Education, Department of, 1988, p. 106). Staff development should become a major theme for future courses, workshops and seminars for serving or potential headmasters. Headmaster training should be carried out on two fronts. The first and more urgent need is to provide suitable inservice training to boost confidence and performance of existing headmasters. It is suggested that short courses of one week to a month's duration should be organized provincially for the headmasters. These courses should be aimed at specific administrative problems that the headmasters face as well as coaching in providing inservice. The services of experts from the teachers' colleges, the inservice college, administrative college and the two universities should be utilized.

The second front of attack would be to produce a pool of potential headmasters who are academically and professionally qualified. In this instance, the role of Port Moresby Inservice College should be modified, and the services of the University of Papua New Guinea more utilized. The Port Moresby Inservice College in the next few years should concentrate on offering matriculation courses for teachers, particularly for those in community schools. The University of Papua New Guinea should be asked to develop and teach a course in

"Headmastership." This could be organized along the existing DES programs or the extension department mode.

It is evident that the current system is not functioning satisfactorily. It has become cumbersome and expensive to operate. This report recommends changes in three facets.

First, the current method of first obtaining an eligibility rating through the inspection system, then applying to win a promotional position should be abolished. All positions should be placed on the open market for teachers to compete for. The merit of the applicant could be judged from his curriculum vitae and references, including inspection reports, that he would submit. This system may result in more competition, hence more conscious effort by teachers to put themselves in good stead, which in turn would bring about a positive influence on education.

The second aspect of change is to establish minimum educational qualifications for all positions and adhere to them strictly. A headmaster being appointed to any position should be academically and professionally qualified. The various inservice programs in existence over the years should by now make it possible to have competitive pools through which teachers can be appointed to any promotional position. Such a policy would encourage teachers to take personal responsibility to enhance their competitiveness.

Creation of more promotional positions, or improvement in some of the current positions in the existing school structures is the third facet of change recommended in this report. As stated earlier, promotions to the headmastership are based on good classroom performance. Thus the best classroom teachers have to leave teaching for administrative duties, since the refusal to do so could mean no further promotion. The present structure of positions should be reviewed to bring in more promotional positions which would encourage teachers to continue in classroom teaching. More senior subjectmaster and subjectmaster positions should be created to accommodate the responsibilities in subject administration. In Level 6 and 7 high schools, and Level 5 and 6 community schools, special professional positions should be created to oversee the implementation of teaching programs. These positions should supervise all matters concerning administration and teaching in all subject departments, and should answer directly to the headmaster.

The deputy headmasterships should also be reviewed and improved. In the community school system, deputy headmasterships exist in Level 5 and 6 schools only. In the existing structure very little may be done about it. But in the high school sector, the deputy headmasterships should be classified according to the level of school. In particular, Level 7 high school deputy headmastership should be classified as E.O. 5, while Level 6 high school deputy headmastership should remain as E.O. 4.

Recommendations for Further Research

The writer recommends that further research be carried out in three aspects of the promotional system in PNG. These are the executive assessment workshop, the associateship training scheme, and inservice training practices.

Since the 1960s, executive assessment schemes were established to identify potential education administrators. However, only 25.5% (see Table 18, p. 61) of the respondents had experienced this process. Among the headmasters, only 22.6% experienced it. This suggests that executive assessment workshops were not accessible to the majority of the headmasters, and yet the literature suggests that assessment workshops are very effective means of identifying potential administrators (Hersey, 1982; Moses, 1977). The research questions should centre on how often the assessment workshops have been held, at what level, and how many people have gone through the process. How many of the participants now hold executive positions? Who were the assessors, and what were their qualifications? The findings from such research could provide useful data for improving the practices involved in executive assessment workshops.

The associateship scheme has been in operation since the 1970s with the expressed purpose of training Papua New Guineans to take over positions of responsibility. Presently, there is discontentment among the Papua New Guineans as demonstrated in the following comment by a high school inspector: "Associateship in some jobs is becoming futile and expensive. Some nationals with adequate experience and expertise, and qualifications do not really need to waste time with dinosaurs."

Many expatriate officers without proper administrative preparation are promoted to the headmastership and other leadership positions. On the other hand, Papua New Guinean nationals are required to go through an associateship scheme, often with an expatriate who is seen to be underqualified and inexperienced. Thus the nationals feel that these schemes are set up to enable the expatriates to feather their nests. Similarly, many nationals who have gone through associateship schemes have complained of the quality and the appropriateness of the training programs, which in some cases have resulted in unsatisfactory ratings being given to the trainees. But the authorities have not given time to assessing the training programs and the way they are implemented.

Thus it is timely to assess the effectiveness of the associateship schemes. The main focus of the study should be directed at evaluating the quality and the implementation of the associateship programs. Who were the trainers and what were their qualifications? How many nationals went through the scheme and how many succeeded?

The third area of research should be in the area of inservice and preservice training of headmasters. Many inservice structures have been employed in the process of training administrators. Some have been very productive, and others not. The focus of this study should be twofold. First would be to assess the effectiveness of each inservice course in producing school headmasters. This exercise would lead to the elimination of ineffective training practices, and strengthening of those that are proven to be effective.

The other aspect of research in this area should explore the various modes of inservice training, and determine which modes might be most effective in inservice and preservice training of headmasters. Some modes may be more effective for preservice training while others are more suitable for inservice training. The research could identify these modes for effective training of headmasters.

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APPENDICES

APPENDIX A

LETTERS TO THE DEPARTMENT OF EDUCATION, PAPUA NEW GUINEA

607A Michener Park
Edmonton, Alberta
Canada T6H 5A1

November 15, 1988

The Secretary
Department of Education
P.S.A. Haus
Private Mail Bag
Boroko

Re: **Permission to Carry Out a Questionnaire Survey**

Dear Sir:

I am undergoing a Master's Degree in Educational Administration at the University of Alberta, Canada. As part of the requirements, I am expected to produce a thesis on a selected topic. To meet this requirement, I have selected "Career Development of Principals." My belief is that the thesis I produce should not only benefit me. It should also be of some benefit to the country. Consequently I have selected to undertake my research on the above topic within our school system.

The purpose of this letter is to seek your permission to enable me to distribute the survey questionnaires to the selected principals, deputy principals and inspectors. The enclosed copy of the research proposal will show you all the details of the survey.

I would be grateful if you could grant your approval for the above and inform me accordingly by December 31, 1988.

I thank you in anticipation.

Yours faithfully,

Api C. Maha

607A Michener Park
Edmonton, Alberta
Canada
T6H 5A1

February 13, 1989

Mr. A. Ross
Principal Research Officer
Department of Education
P.S.A. Haus
Private Mail Bag
P.O. Boroko
Papua New Guinea

Dear Angus:

Thank you for your letter of 23/1/89 instant and the information contained in it. I should also like to thank you for taking the trouble to suggest suitable materials from PNG. I am now in the process of following them up from the various writers concerned.

The purpose of this letter is two fold: first, I wish to assure you that I will be pleased to make available to you a copy of the finished product. Secondly, I would like to ask your assistance in obtaining a copy or copies of the Minister's official policies and, or procedures pertaining to i) Granting of Eligibility; ii) Promoting teachers to acting principal positions; iii) Promoting of Teachers to senior positions (such as the inspectorship) within the Ministry; iv) Selecting teachers for INSET; Selecting teachers for Executive Assessment Workshop.

Finally, by now the questionnaires will have reached the sample selected. I would appreciate it very much if you could encourage its response as the opportunity occurs. I look forward to receiving your response.

Thank you for your kind assistance.

Yours sincerely,

Api C. Maha

607A Michener Park
Edmonton, Alberta
Canada
T6H 5A1

April 17, 1989

Executive Officer
Executive Development Committee
Department of Education
PSA Haus
Private Mail Bag
P.O. Boroko

Dear Sir:

My name is Api Maha, and I am from UPNG. I am currently carrying out a study on the "Career Development of Headmasters in PNG." The National Department of Education through its Research Committee has already endorsed this study. This study will form the basis for my thesis towards a Master of Education degree. As you can gather from the address, I am operating from Alberta, Canada. This has made it difficult for me to call in person for assistance. Hence, I have written instead. I would be very grateful if you could help me with the following.

A major part of my study will endeavor to identify the Department's policies for identification, recruitment, training, and placement of nationals as headmasters and other promotional positions, and to compare these policies with the data gathered.

To be able to do this, I will need to know if the Department has any such, explicitly stated policies. Consequently, I have written to you for assistance. If the Department has staff development policies, may I request a copy of these from your office.

I would be very grateful if you could respond to this letter by the middle of May, 1989.

I thank you in anticipation.

Yours faithfully,

Api C. Maha

607A Michener Park
Edmonton, Alberta
Canada
T6H 5A1

July 3, 1989

The Executive Officer
Executive Development Committee
Department of Education
PSA Haus
Private Mail Bag
Boroko
Papua New Guinea

Dear Sir:

Thank you for your form letter, replying to my letter of 17/4/89. However, I regret to advise that I have not yet received the Department's policies for making promotions both for teachers and other personnel. Canada Post here is sometimes very poor. I wonder if this has affected the mail your action officer may have sent. May I please request your assistance in following them up.

My research is nearing completion and in order to write the concluding comments, I will have to refer to what is official policy. Hence, I would appreciate your assistance very much.

I thank you in anticipation.

Yours faithfully,

Api Maha

APPENDIX B

LETTERS FROM THE DEPARTMENT OF EDUCATION, PAPUA NEW GUINEA

MINISTRY OF EDUCATION, DEPARTMENT OF EDUCATION

TELEPHONE: 276111
TELEGRAMS: TLX NE22193
TELEX: NE22193

P.S.A HAUS
PRIVATE MAIL BAG
POST OFFICE
BOROKO
PAPUA NEW GUINEA

DATE: 23/1/89
OUR REF: PR2-1-1
ACTION OFFICER:

MR Api. C. MAHA
607A Michener Park
Edmonton
Alberta
CANADA T6H 5A1

Dear Api,

I must first of all apologise for the delay in writing to inform you of the NDOE Research and Evaluation Committee's decision regarding your research. Your proposal was received at a time when some of our committee members were on leave so approval took longer than anticipated.

However, you will be pleased to know that the Committee has now approved your research. The committee felt that your study was well thought out and that the findings from it will benefit the system.

Although it is worthwhile to look at documents relating to this topic in general, I feel it is essential to refer to PNG sources as well, since your topic is on career developments in this country. There are numerous articles on Staff Development and INSET in PNG. Some of these that may be helpful are:

Bargh, R	Report on a Survey of Inservice B.Ed Graduates and Undergraduates, **Papua New Guinea Journal of Education**, 1984

Bray,M.,Smith,P & Crossley, M	INSET: Prospects and Practice in Developing Countries,**Journal of Education for Teaching**, 1985
Crossley, M	A Review of Research Relating to Inservice Education and Training of Teachers in Developing Countries, Paper prepared for National Workshop on School-Based Inservice Training, July, 1985, Education Faculty, UPNG, 1985.

At present, a new SDU policy is being drawn up by the Department and will shortly be implemented. Some of the things related to your field of study may have been reviewed. There have also been personnel who have been interested in Staff Development and INSET who have recently conducted or are conducting research and evaluation in this area.

Mr L. Neuendorf Goroka Teachers College	"The process of Inservice Education for Teachers in a Developed and a Developing Country". (Ph.D Thesis)
Mr Ian Bagley Inspections Branch Dept. of Education	"Inservice Education and Training for Teachers (INSET) in an Expanding High School System: A Case Study of the the Southern Highlands Province". (M.Ed Thesis)
Mr Pala Wari Research & Evaluation Unit, Dept. of Education	"Evaluation of the Advanced Diploma in Teaching"

You may be able to contact these people directly for information relating to your study.

You should now proceed to make arrangements for the administration of your questionnaire.

The Research and Evaluation Unit would appreciate a copy of your final report for its records. Should you need any further assistance, contact the Research and Evaluation Unit.

Yours sincerely,

A. Ross
Principal Research Officer
For: Secretary for Education

MINISTRY OF EDUCATION, DEPARTMENT OF EDUCATION

TELEPHONE: 276111
TELEGRAMS: TLX NE22193
TELEX: NE22193
FAX: 254648

P.S.A. HAUS,
PRIVATE MAIL BAG,
P.O. BOROKO. N.C.D.
PAPUA NEW GUINEA

DATE: 18 July 1989
OUR REF: SD2-1-1
ACTION OFFICER

Mr Api Maha
670A Michener Park
Edmonton
ALBERTA
Canada T6H 5A1

Dear Mr Maha

Thank you for your letter of 3rd July 1989.

It seems the Officer requested to find the information has not done so, and so I have passed it to Mr Tapua, Teaching Service Commission - Chairman Promotion/Appeal.

He shall have the information you requested sent immediately.

Yours sincerely

MICHAEL PEARSON
Executive Officer - Executive Development Committee
FOR: Secretary for Education

APPENDIX C

LETTERS TO THE PARTICIPANTS

University of Alberta
Edmonton

Department of Educational Administration
Faculty of Education

Canada T6G 2G5

7-104 Education Building North, Telephone (403) 432-5241

JANUARY 5th, 1989.

Dear Colleague,

My name is Api Maha. I am a citizen of Papua New Guinea, currently going through a University of Papua New Guinea Teaching Fellowship Program. Prior to taking up this Fellowship, I had taught for fourteen years, including five years as a High School Principal. As part of that fellowship I am undertaking a Master's Degree in Education Administration at the University of Alberta. As part of the degree requirement, I am required to to produce a thesis on a topic of my choice. I felt that the thesis I do produce should not only be useful to my purpose, but also contribute to the development and administration of Education in our country. Consequently, I selected the topic, "Career Development of Principals in Papua New Guinea". I am undertaking this survey with the full knowledge of the Secretary of the Department of Education, hope that information will be published through the auspices of the Department.

I would be grateful if you could help me by giving up a few moments of your precious time to complete the questionnaire enclosed. In doing so, you should feel completely free to make comments as you see reasonable. Any comments you make in the questionnaire will remain strictly confidential and anonymous. For this reason, you are not required to put your name on the questionnaire. Please answer all the questions if you can. **MAY I ASK YOU TO RESPOND WITHIN A WEEK OF RECEIVING THIS QUESTIONNAIRE.**

In the envelope, you will find the following: A questionnaire of 8 pages; a post card addressed to Dr. L.O. Okello; and a return envelope. Both the post card and the return envelope are self addressed and stamped ready for posting. After you have completed the questionnaire, enclose it in the return envelope and post it to me. Mail the post card to Dr. Okello. It will indicate to him that you have completed and mailed the questionnaire to me, and no further contact with you will be necessary. If you would like to receive a summary of the findings, please note this on the return card, in the space provided.

I thank you very much for taking part in this survey. I wish you every success in 1989.

Yours faithfully,

AMaha

API CAZALY MAHA

University of Alberta
Edmonton
Canada T6G 2G5

Department of Educational Administration
Faculty of Education
7-104 Education Building North, Telephone (403) 432-5241

March 16th, 1989.

Dear Colleague,

In late January, a copy of my questionnaire on "Career Development of Headmasters" was sent to you, requesting you to complete and return to me as soon as possible. A self addressed and stamped envelope was enclosed for you to return the completed questionnaire in. I have already received the completed questionnaire from many of the colleagues, however, yours is not among them.

I have forwarded this letter of notice to remind you that I would very much like you to return the completed questionnaire to me. As this questionnaire may have come to you at the very busy time of the year when you may have been very busy in the process of opening the school, you may not have had the time to have a look at it. If it is not asking too much, I would appreciate it very much if you could action it now. You may have already actioned and posted the questionnaire by the time this reminder notice reaches you. If so, please disregard this notice.

If you have any difficulty, please contact DR. L.O. OKELLO, PO BOX 320, UNIVERSITY, PH. 24 5430.

When I have received the questionnaire from you, no further contact with you will be necessary, unless you indicate that you would like a copy of the findings. In this case, I will forward a copy to you at your present address.

Thank you for your time in completing this questionnaire. I wish you every success in your work this year.

Yours faithfully,

API C. MAHA.

University of Alberta
Edmonton
Canada T6G 2G5

Department of Educational Administration
Faculty of Education
7-104 Education Building North, Telephone (403) 432-5241

April 19, 1989.

Dear Colleague,

At the beginning of this year, a questionnaire on "Career Development of Principals" was sent to you with a return envelope. This was followed by a reminder letter dated 1/3/89. However, I have not received the questionnaire from you. As I am very anxious to get back all the questionnaires, I have sent this second reminder to you. As soon as I have received the questionnaire, no further contact with you will be necessary.

Whether you have completed the the questionnaire or not, could you kindly enclose it in the return envelope and mail it to me. Your participation in this survey is entirely voluntary, therefore do not feel guilty if you cannot complete the questionnaire. I simply wish to regain all the questionnaires.

If you have already completed and mail the questionnaire by the time this letter reaches you, please ignore.

I thank-you for your cooperation in this survey. May God bless you in your work.

Yours faithfully,

API C. MAHA

APPENDIX D

QUESTIONNAIRES EMPLOYED IN THE STUDY

QUESTIONNAIRE: CAREER DEVELOPMENT OF HEADMASTERS
(To be Completed by Headmasters and Deputy Headmasters)

Please answer all of the following questions by writing in the answer, or checking (✓) the appropriate space, or circling as indicated.

Do Not Write in This Space
_ _ _ 1
1 2 3 4

PART A: DEMOGRAPHIC

1. Name of your present school: ______________________________

2. Region of present school:	Highlands	___	1	5
	Southern	___	2	
	New Guinea Islands	___	3	
	Momase	___	4	
3. What type of school is it?	Community School	___	1	6
	High School	___	2	
4. Indicate the level of your school:	Level 2	___	1	7
	Level 3	___	2	
	Level 4	___	3	
	Level 5	___	4	
	Level 6	___	5	
	Level 7	___	6	
5. Which age group do you belong to?	Under 30 years	___	1	8
	30-50 years	___	2	
	Over 50 years	___	3	
6. Your gender:	Male	___	1	9
	Female	___	2	
7. If you are a Papua New Guinean, what is your region of birth?				
	Highlands	___	1	10
	Southern	___	2	
	New Guinea Islands	___	3	
	Momase	___	4	
If you are not a Papua New Guinean, enter your nationality:				
	______________________________		5	
8. What is/was your father's main occupation?				
	Subsistence farmer/fisherman	___	1	11
	Wage earner	___	2	
	Businessman	___	3	
	Professional (e.g., doctor, lawyer, etc.)	___	4	
	Other (Specify) ____________________	___	5	

PART B: ACADEMIC AND ADMINISTRATIVE TRAINING BACKGROUND

9. Check each type of institution you attended as a student:

Community School	___	1	12
High School	___	2	13
Teachers College	___	3	14
Inservice College	___	4	15
University	___	5	16
Other (Specify) ____________________	___	6	17

10. What is the highest grade you completed at high school?

Grade 7	___	1	18
Grade 8	___	2	
Grade 9	___	3	
Grade 10	___	4	
Grade 11	___	5	
Grade 12	___	6	

11. What is the highest level of qualifications you have attained? (Check one only)

College certificate	___	1	19
College diploma	___	2	
University diploma (undergraduate)	___	3	
Bachelor's degree (ordinary/general)	___	4	
Bachelor's degree (honors)	___	5	
Postgraduate diploma	___	6	
Master's degree	___	7	
Other (specify) ________________	___	8	

12. Check the inservice courses you have completed, and the year in which you did so?

Type 1 course	19___	___	1	20 21 22
Type 2 course	19___	___	2	23 24 25
DES (Primary)	19___	___	3	26 27 28
B.Ed. (Inservice)	19___	___	4	29 30 31
DES (Planning)	19___	___	5	32 33 34
DES (Secondary)	19___	___	6	35 36 37
DES (Tertiary)	19___	___	7	38 39 40
DES (Curriculum)	19___	___	8	41 42 43
DES (School-based curriculum)	19___	___	9	44 45 46
Supervisor Efficiency Program	19___	___	10	47 48 49
Secondary Senior Officer's Course	19___	___	11	50 51 52
Education Administration, I.T.I.	19___	___	12	53 54 55
INNOTECH (Philippines)	19___	___	13	56 57 58
Bachelor of Arts (UPNG)	19___	___	14	59 60 61
Other (Specify) ________________________	19___	___	15	62 63 64

13. Apart from inservice courses, what other inservice training have you undertaken? (Check all that apply)

Associateship under experienced officers	____	1	65
Acted as teacher in-charge in various positions	____	2	66
Supervisory workshops (provincial level)	____	3	67
Supervisory workshops (national level)	____	4	68
School inservice organised by Headmaster	____	5	69
Other (Specify) ______________________	____	6	70

PART C: EMPLOYMENT BACKGROUND

14. What is your "substantive level"? (Check one only)

Teacher Grade 1	____	1	71
Teacher Grade 2	____	2	
Teacher Grade 3	____	3	
Education Officer 1	____	4	
Education Officer 2	____	5	
Education Officer 3	____	6	
Education Officer 4	____	7	
Education Officer 5	____	8	
Education Officer 6	____	9	
Education Officer 7	____	10	
Education Officer 8	____	11	

15. Indicate your "eligibility level," if any. (Check one only)

Teacher Grade 2	____	1	72
Teacher Grade 3	____	2	
Education Officer 1	____	3	
Education Officer 2	____	4	
Education Officer 3	____	5	
Education Officer 4	____	6	
Education Officer 5	____	7	
Education Officer 6	____	8	
Education Officer 7	____	9	
Education Officer 8	____	10	

16. What position are you occupying now?

Headmaster	____	1	73
Deputy Headmaster	____	2	

17. What is the status of your position? (Check one only)

Tenure appointment at substantive level ____ 1 74
Acting appointment at substantive level ____ 2
Acting appointment at eligibility level ____ 3
Acting appointment above substantive and eligibility levels ____ 4
Acting appointment above substantive level, but below eligibility level ____ 5

18. How long have you held your present position?

0 - 2 years ____ 1 75
3 - 4 years ____ 2
5 - 6 years ____ 3
7 - 8 years ____ 4
9 - 10 years ____ 5
More than 10 years ____ 6

19. How long have you held your present position level?

0 - 2 years ____ 1 76
3 - 4 years ____ 2
5 - 6 years ____ 3
7 - 8 years ____ 4
9 - 10 years ____ 5
More than 10 years ____ 6

20. How long have you been teaching (including your years as a Headmaster?

________________years 77 78

21. Complete the following table to show the career path you have followed in PNG. An example of a career path is shown below.

Appointment	Position	Appointment Level	School	First Year of Appointment
First	Teacher	E.O.1	Kwikila	1972
Second	Teacher	E.O.1	Bereina	1974
Third	Subject master	E.O.2	Bereina	1975
Fourth	Deputy Headmaster	E.O.3	Kupiana	1976
Fifth	Deputy Headmaster	E.O.4	Gumine	1977
Sixth	Headmaster	E.O.6	Laloki	1979

Please show your own path here:

1st				
2nd				
3rd				
4th				
5th				
6th				
7th				
8th				
9th				
10th				
11th				
12th				
13th				
14th				
15th				

2
1 2 3 4

5 6 7 8 9 10 11

12 13 14 15 16 17

25

3
1 2 3 4

5 6 7 8 9 10 11

18

25

32

39

Do not write in this space

Code:

Teacher	1	Teacher Grade 1	1
Senior Teacher	2	Teacher Grade 2	2
Subjectmaster	3	Teacher Grade 3	3
Senior Subjectmaster	4	E.O. Class 1	4
Deputy Headmaster	5	E.O. Class 2	5
Headmaster	6	E.O. Class 3	6
		E.O. Class 4	7
		E.O. Class 5	8
		E.O. Class 6	9
		E.O. Class 7	10

PART D: FACTORS AFFECTING CAREER DEVELOPMENT

22. How were you identified for promotion to your current level of position? (Check all that apply)

Through executive assessment workshop	____	1	40
Through good personal report	____	2	41
Through inservice course attendance	____	3	42
Through personal contact with school headmaster	____	4	43
Through personal contact with Ministry of Education official	____	5	44
Other (Specify) ______________________________	____	6	45

23. How were you recruited for your present level of position? (Check all that apply)

Initiative of headmaster of my school	____	1	46
Initiative of headmaster of another school	____	2	47
Initiative of Ministry of Education official	____	3	48
Through advertised vacancies	____	4	49
Through channels for expressing an interest in promotion	____	5	50
Other (Specify) ______________________________	____	6	51

24. What was the position of the person who most influenced your appointment to your current position? (Check one)

Deputy Headmaster	____	1	52
Headmaster	____	2	
Inspector	____	3	
Assistant Secretary of Education	____	4	
Provincial Secretary	____	5	
Provincial Minister of Education	____	6	
Premier	____	7	
Spouse or relative	____	8	
Other (Specify) ____________________	____	9	

25. Below are positions occupied by people who may have had an influence on your career. What was the position of the person who had the greatest influence on your whole career? (Check one)

Deputy Headmaster	____	1	53
Headmaster	____	2	
Inspector	____	3	
Assistant Secretary of Education	____	4	
Provincial Secretary	____	5	
Provincial Minister of Education	____	6	
Premier	____	7	
Spouse or relative	____	8	
Other (Specify) ____________________	____	9	

26. Below are 20 factors which might affect promotion. Indicate the degree of influence each factor had on your career development. (Circle one number for each factor)

	No Influence ←				→ Great Influence	
Being a University graduate	1	2	3	4	5	54
Being a specialist in a subject	1	2	3	4	5	55
Influential friends or relatives	1	2	3	4	5	56
Conformity with advisor's views	1	2	3	4	5	57
Good relations with superiors	1	2	3	4	5	58
Length of teaching service	1	2	3	4	5	59
Inservice course attendance	1	2	3	4	5	60
Extra curricular work	1	2	3	4	5	61
Familiarity with new ideas	1	2	3	4	5	62
Strong personality	1	2	3	4	5	63
Good personal report	1	2	3	4	5	64
Being male/female (your gender)	1	2	3	4	5	65
Participation in innovation	1	2	3	4	5	66
Willingness to serve anywhere	1	2	3	4	5	67
Success of pupils in Grade 6 or 10 exams	1	2	3	4	5	68
Active in professional associations	1	2	3	4	5	69
Being a National	1	2	3	4	5	70
Success in business outside teaching	1	2	3	4	5	71
Active in community	1	2	3	4	5	72
Being an Expatriate	1	2	3	4	5	73

27. How satisfied are you with the following? (Circle one number for each factor)

	Very Dissatisfied	Somewhat Dissatisfied	Not Sure	Somewhat Satisfied	Very Satisfied	
Your current position?	1	2	3	4	5	74
Your career to date?	1	2	3	4	5	75
Your future promotion chances?	1	2	3	4	5	76

28. Place a circle around the number which best shows the level of confidence you have for each of the following:

	Not at all Confident ←				→ Very Confident	
Fairness of the system of promotion	1	2	3	4	5	77
Efficiency of the system of promotion	1	2	3	4	5	78
Effectiveness of the education system	1	2	3	4	5	79
Effectiveness of school principals	1	2	3	4	5	80

29. Suggest any improvements you would like to see in the structure of the school system.

30. Suggest any improvements you would like to see in promotion practices.

Thank You

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QUESTIONNAIRE: CAREER DEVELOPMENT OF HEADMASTERS
(To be Completed by Inspectors)

Please answer all of the following questions by writing in the answer, or checking (✓) the appropriate space, or circling as indicated.

Do Not Write in This Space

_ _ _ 1
1 2 3 4

PART A: DEMOGRAPHIC

1. Name of the province you are working in: ________________________

2. Region your province is in:	Highlands	____	1	5
	Southern	____	2	
	New Guinea Islands	____	3	
	Momase	____	4	
3. Which age group do you belong to?	Under 30 years	____	1	6
	30-50 years	____	2	
	Over 50 years	____	3	
4. Your gender:	Male	____	1	7
	Female	____	2	

5. If you are a Papua New Guinean, what is your region of birth?

Highlands	____	1	8
Southern	____	2	
New Guinea Islands	____	3	
Momase	____	4	

If you are not a Papua New Guinean, enter your nationality:

________________________ 5

6. What is/was your father's main occupation?

Subsistence farmer/fisherman	____	1	9
Wage earner	____	2	
Businessman	____	3	
Professional (e.g., doctor, lawyer, etc.)	____	4	
Other (Specify) ________________	____	5	

PART B: ACADEMIC AND ADMINISTRATIVE TRAINING BACKGROUND

7. Check each type of institution you attended as a student:

Community School	____	1	10
High School	____	2	11
Teachers College	____	3	12
Inservice College	____	4	13
University	____	5	14
Other (Specify) ________________	____	6	15

8. What is the highest grade you completed at high school?

Grade 7	___	1	16
Grade 8	___	2	
Grade 9	___	3	
Grade 10	___	4	
Grade 11	___	5	
Grade 12	___	6	

9. What is the highest level of qualifications you have attained?
(Check one only)

College certificate	___	1	17
College diploma	___	2	
University diploma (undergraduate)	___	3	
Bachelor's degree (ordinary/general)	___	4	
Bachelor's degree (honors)	___	5	
Postgraduate diploma	___	6	
Master's degree	___	7	
Other (Specify) ____________________	___	8	

10. Check the inservice courses you have completed, and the year
in which you did so?

Type 1 course	19___	___	1	18,19,20
Type 2 course	19___	___	2	21,22,23
DES (Primary)	19___	___	3	24,25,26
B.Ed. (Inservice)	19___	___	4	27,28,29
DES (Planning)	19___	___	5	30,31,32
DES (Secondary)	19___	___	6	33,34,35
DES (Tertiary)	19___	___	7	36,37,38
DES (Curriculum)	19___	___	8	39,40,41
DES (School-based curriculum)	19___	___	9	42,43,44
Supervisor Efficiency Program	19___	___	10	45,46,47
Secondary Senior Officer's Course	19___	___	11	48,49,50
Education Administration, I.T.I.	19___	___	12	51,52,53
INNOTECH (Philippines)	19___	___	13	54,55,56
Bachelor of Arts (UPNG)	19___	___	14	57,58,59
Other (Specify) ____________________	19___	___	15	60,61,62

11. Apart from inservice courses, what other inservice training have you undertaken?
(Check all that apply)

Associateship under experienced officers	___	1	63
Acted as teacher in-charge in various positions	___	2	64
Supervisory workshops (provincial level)	___	3	65
Supervisory workshops (national level)	___	4	66
School inservice organised by Headmaster	___	5	67
Other (Specify) ____________________	___	6	68

C: EMPLOYMENT BACKGROUND

12. What is your "substantive level"? (Check one only)

Education Officer 1	____	1	69
Education Officer 2	____	2	
Education Officer 3	____	3	
Education Officer 4	____	4	
Education Officer 5	____	5	
Education Officer 6	____	6	
Education Officer 7	____	7	
Education Officer 8	____	8	
Education Officer 9	____	9	
Education Officer 10	____	10	
Education Officer 11	____	11	

13. Indicate your "eligibility level," if any. (Check one only)

Education Officer 2	____	1	70
Education Officer 3	____	2	
Education Officer 4	____	3	
Education Officer 5	____	4	
Education Officer 6	____	5	
Education Officer 7	____	6	
Education Officer 8	____	7	
Education Officer 9	____	8	
Education Officer 10	____	9	
Education Officer 11	____	10	

14. What is the status of your position? (Check one only)

Tenure appointment at substantive level	____	1	71
Acting appointment at substantive level	____	2	
Acting appointment at eligibility level	____	3	
Acting appointment above substantive and eligibility levels	____	4	
Acting appointment above substantive level, but below eligibility level	____	5	

15. How long have you held your present position?

0 - 2 years	____	1	72
3 - 4 years	____	2	
5 - 6 years	____	3	
7 - 8 years	____	4	
9 - 10 years	____	5	
More than 10 years	____	6	

16. How long have you been a Senior Inspector/Secondary Inspector?

0 - 2 years	____	1	73
3 - 4 years	____	2	
5 - 6 years	____	3	
7 - 8 years	____	4	
9 - 10 years	____	5	
More than 10 years	____	6	

17. How long have you been working as a teacher and/or inspector?

____________years 74,75

18. Complete the following table to show the career path you have followed in PNG. An example of a career path is shown below.

2
1 2 3 4

Appointment	Position	Appointment Level	School	First Year of Appointment
First	Teacher	E.O.1	Kwikila	1972
Second	Teacher	E.O.1	Bereina	1974
Third	Subject master	E.O.2	Bereina	1975
Fourth	Deputy Headmaster	E.O.3	Kupiana	1976
Fifth	Deputy Headmaster	E.O.4	Gumine	1977
Sixth	Headmaster	E.O.6	Laloki	1979

Please show your own path here:

1st ______ ______ ______ ______ 5 6 7 8 9 10 11

2nd ______ ______ ______ ______ 12 13 14 15 16 17 18

3rd ______ ______ ______ ______ 25

4th ______ ______ ______ ______ 32

5th ______ ______ ______ ______ 39

6th ______ ______ ______ ______ 46

7th ______ ______ ______ ______ 53

8th ______ ______ ______ ______ 60

9th ______ ______ ______ ______ 67

10th ______ ______ ______ ______ 74

3
1 2 3 4

11th ______ ______ ______ ______ 5 6 7 8 9 10 11

12th ______ ______ ______ ______ 18

13th ______ ______ ______ ______ 25

14th ______ ______ ______ ______ 32

15th ______ ______ ______ ______ 39

Do not write in this space

Code:						
Teacher	1	Teacher Grade 1	1	E.O. Class 6	9
Senior Teacher	2	Teacher Grade 2	2	E.O. Class 7	10
Subjectmaster	3	Teacher Grade 3	3	E.O. Class 8	11
Senior Subjectmaster	4	E.O. Class 1	4	E.O. Class 9	12
Deputy Headmaster	5	E.O. Class 2	5	E.O. Class 10	13
Headmaster	6	E.O. Class 3	6	E.O. Class 11	14
		E.O. Class 4	7		
		E.O. Class 5	8		

PART D: FACTORS AFFECTING CAREER DEVELOPMENT

19. How were you identified for promotion to your current level of position? (Check all that apply)

Through executive assessment workshop	___	1	40
Through good personal report	___	2	41
Through inservice course attendance	___	3	42
Through personal contact with school headmaster	___	4	43
Through personal contact with Ministry of Education official	___	5	44
Other (Specify) ______________________	___	6	45

20. How were you recruited for your present level of position? (Check all that apply)

Initiative of my Inspector	___	1	46
Initiative of a Ministry of Education official	___	2	47
Through advertised vacancies	___	3	48
Through channels for expressing an interest in promotion	___	4	49
Other (Specify) ______________________	___	5	50

21. What was the position of the person who most influenced your appointment to your current position? (Check one only)

Secretary of Education	___	1	51
Superintendent, Inspections	___	2	
Inspector	___	3	
Assistant Secretary of Education (Provincial)	___	4	
Provincial Secretary	___	5	
Provincial Minister of Education	___	6	
Premier	___	7	
Spouse or relative	___	8	
Other (Specify) ______________________	___	9	

22. Below are positions occupied by people who may have had an influence on your career. What was the position of the person who had the greatest influence on your whole career? (Check one only)

Superintendent, Inspections	___	1	52
Headmaster	___	2	
Inspector	___	3	
Assistant Secretary of Education (Provincial)	___	4	
Provincial Secretary	___	5	
Provincial Minister of Education	___	6	
Premier	___	7	
Spouse or relative	___	8	
Other (Specify) ______________________	___	9	

23. Below are 20 factors which might affect promotion. Indicate the degree of influence each factor had on your career development. (Circle one number for each factor)

	No Influence ←			→	Great Influence	
Being a University graduate	1	2	3	4	5	53
Being a specialist in a subject	1	2	3	4	5	54
Influential friends or relatives	1	2	3	4	5	55
Conformity with advisors' views	1	2	3	4	5	56
Good relations with superiors	1	2	3	4	5	57
Length of teaching service	1	2	3	4	5	58
Inservice course attendance	1	2	3	4	5	59
Extra curricular work	1	2	3	4	5	60
Familiarity with new ideas	1	2	3	4	5	61
Strong personality	1	2	3	4	5	62
Good personal report	1	2	3	4	5	63
Being male/female (your gender)	1	2	3	4	5	64
Participation in innovation	1	2	3	4	5	65
Willingness to serve anywhere	1	2	3	4	5	66
Success of pupils in Grade 6 or 10 exams	1	2	3	4	5	67
Active in professional associations	1	2	3	4	5	68
Being a National	1	2	3	4	5	69
Success in business outside teaching	1	2	3	4	5	70
Active in community	1	2	3	4	5	71
Being an Expatriate	1	2	3	4	5	72

24. How satisfied are you with the following? (Circle one number for each factor)

	Very Dissatisfied	Somewhat Dissatisfied	Not Sure	Somewhat Satisfied	Very Satisfied	
Your current position?	1	2	3	4	5	73
Your career to date?	1	2	3	4	5	74
Your future promotion chances?	1	2	3	4	5	75

25. Place a circle around the number which best shows the level of confidence you have for each of the following:

	Not at all Confident ←			→	Very Confident	
Fairness of the system of promotion	1	2	3	4	5	76
Efficiency of the system of promotion	1	2	3	4	5	77
Effectiveness of the education system	1	2	3	4	5	78
Effectiveness of school headmasters	1	2	3	4	5	79

26. Suggest any improvements you would like to see in the structure of the school system.

____

____

____

____

27. Suggest any improvements you would like to see in promotion practices.

____

____

____

____

28. Please comment on the extent to which promotion practices through the ranks from teaching to headmastership to senior positions in the Ministry are consistent with official policies.

____

____

____

____

Thank You

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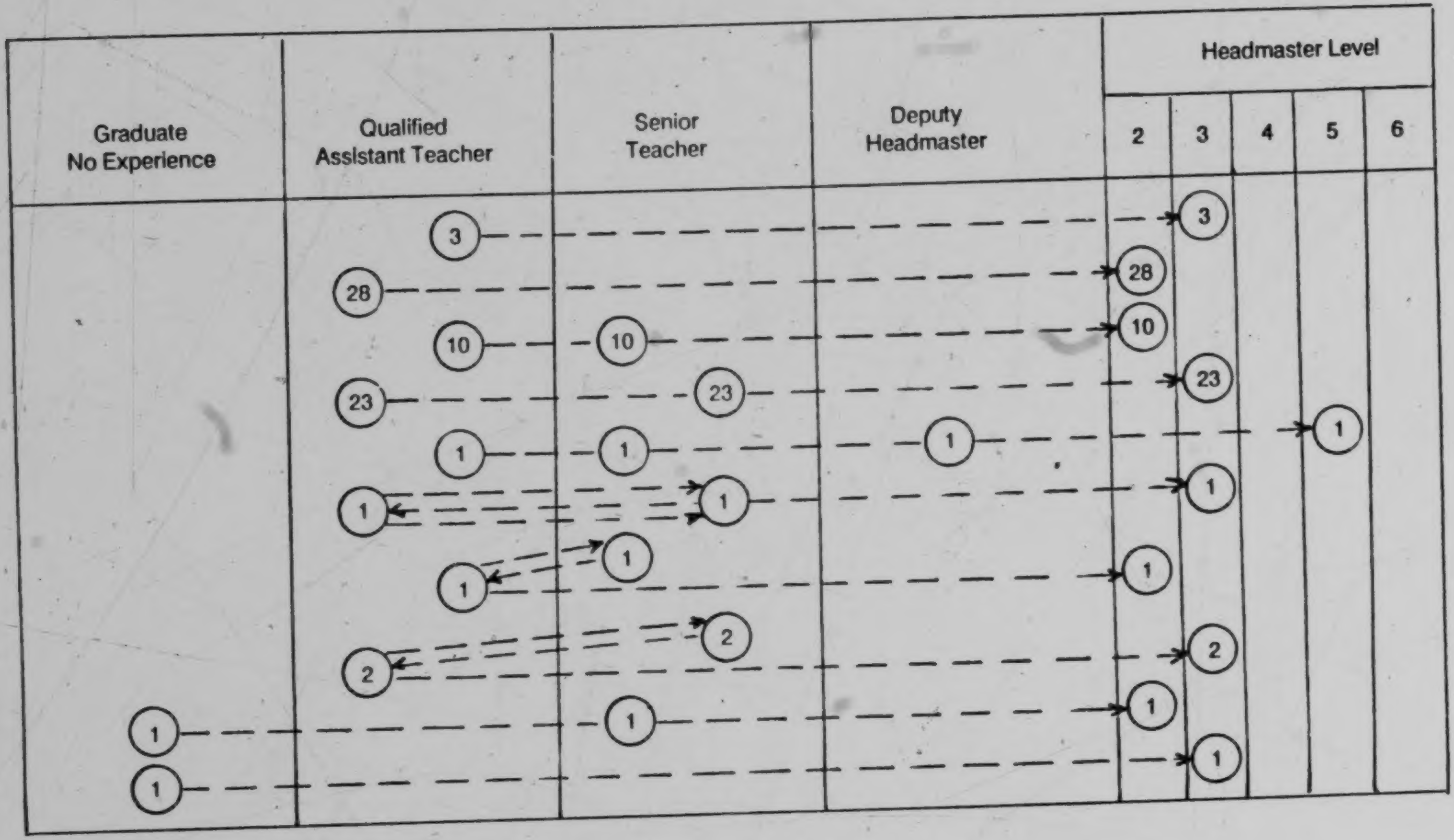
APPENDIX E

DETAILED ACCESSION ROUTES


Graduate No Experience
Qualified Assistant Teacher
Senior Teacher
Deputy Headmaster
Headmaster Level
2
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1
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28
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1
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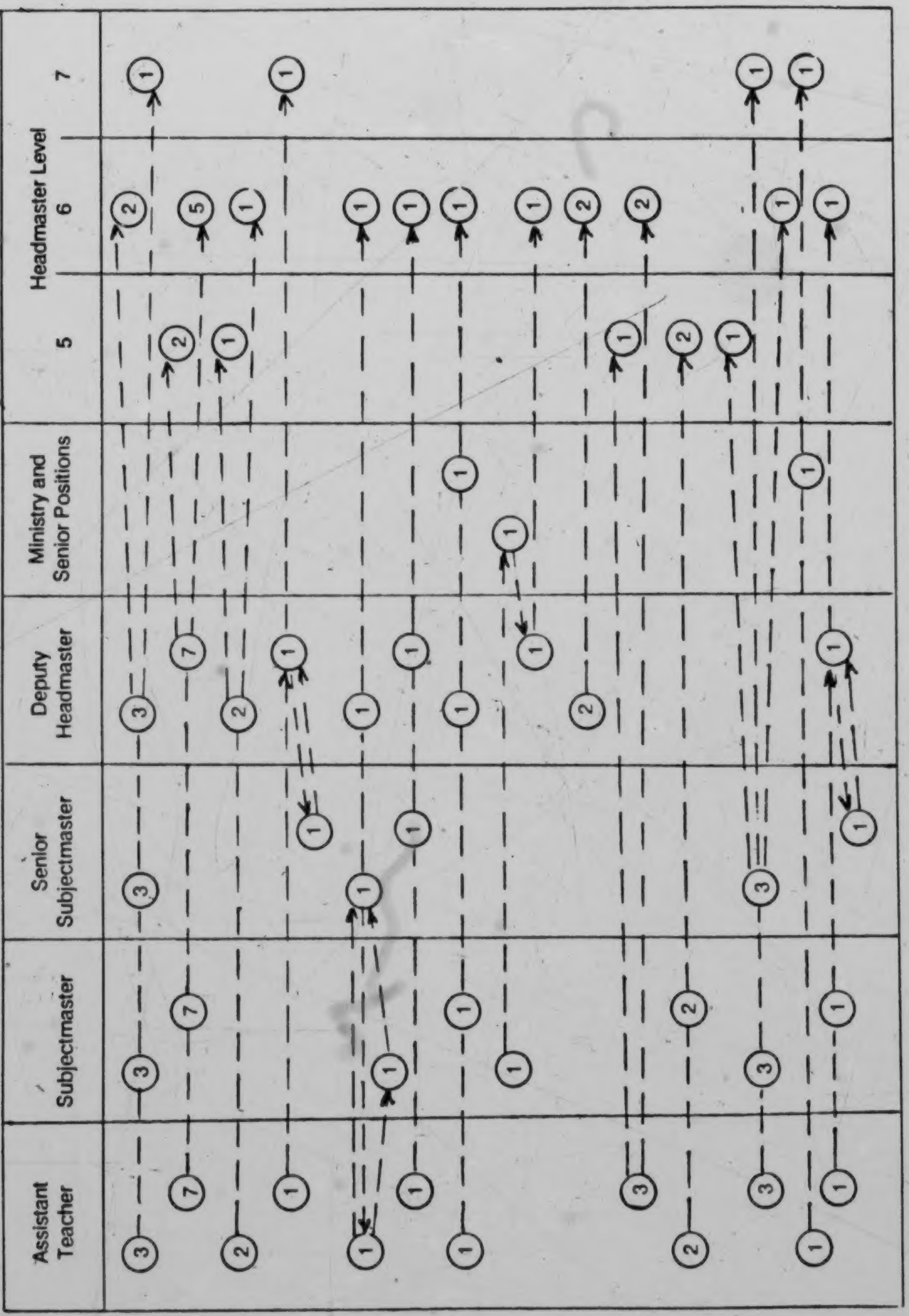
1

Detailed Routes in the Promotion of Community School Headmasters


Assistant Teacher
Subjectmaster
Senior Subjectmaster
Deputy Headmaster
Ministry and Senior Positions
Headmaster Level
5
6
7

Detailed Routes in the Promotion of High School Headmasters